DOCUMENT RESUME

ED 186 675 CE 025 197

AUTHOR Barnes, Keith D.
TITLE The State of Urban School Guidance and Counseling in the Major School Districts of America.
INSTITUTION Ohio State Univ., Columbus. National Center for Research in Vocational Education.
SPONS AGENCY Office of Education (DHEW), Washington, D.C.
PUB DATE Mar 80
NOTE 228p.; For related documents see CE 025 196 and CE 025 198-199.

EDRS PRICE MF01/PC10 Plus Postage.
DESCRIPTORS Career Counseling; Career Education; *Career Guidance; Community Influence; Delivery Systems; Environmental Influences; Family Influence; Guidance Programs; National Surveys; Program Improvement; Public Schools; *Pupil Personnel Services; School Community Relationship; School Counseling; *School Guidance; Secondary Education; *State of the Art Reviews; Urban Areas; *Urban Schools; Urban Youth
IDENTIFIERS United States

ABSTRACT

A comprehensive analysis of the state of school guidance and counseling emphasizing career guidance and counseling involved a literature search, compilation of current educational statistical data, a national survey of large city career counseling services, visitations and direct communication with school guidance personnel, and interviews with leaders in the field. Factors in the home, school, and community which influence urban youth were identified. Reform of past practices emphasizing special needs and college-attendance-related job functions was recommended to respond to the varied services demanded from and limited funds available to counselors today. Although they are sound, existing models for delivery of career counseling were considered dependent on accurate student needs and self-understanding information. An alternate method incorporating community involvement was suggested. A survey of the 112 largest public school systems produced information indicating that career guidance and counseling services in urban schools (1) are not properly funded; (2) lack adequate supplies, resources, and personnel; (3) need to develop models to improve services; (4) need to establish operational professional roles and function statements; (5) are facing pressure to add more duties despite staff shortages; (6) require more intensive inservice training and skill development experiences; and (7) must improve their communication skills with school staff and the community. (The survey instrument is appended. See Note for needs assessment, operations evaluation instruments, and model and delivery system.) (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED186675

THE STATE OF URBAN SCHOOL GUIDANCE AND COUNSELING IN THE MAJOR SCHOOL DISTRICTS OF AMERICA

Keith D. Barnes, Ph.D.
Advanced Study Center Fellow
National Center for Research in Vocational Education
Columbus, Ohio

March, 1980

CE 025 197

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

The National Center for Research in Vocational Education's mission is to increase the ability of diverse agencies, institutions, and organizations to solve educational problems relating to individual career planning, preparation, and progression. The National Center fulfills its mission by:

* Generating knowledge through research
* Developing educational programs and products
* Evaluating individual program needs and outcomes
* Installing educational programs and products
* Operating information systems and services
* Conducting leadership development and training programs

This publication was prepared pursuant to a contract with the U.S. Office of Education, Department of Health, Education, and Welfare. Contractors undertaking such projects under government sponsorship are encouraged to freely express their judgment in professional and technical matters. Points of view or opinions do not, therefore, necessarily represent official U. S. Office of Education position or policy.

FOREWORD

In a nation that permits and encourages freedom of choice, public school guidance and counseling becomes an essential service. It functions to help individuals identify personal goals, analyze alternatives, contemplate consequences, choose plans of action to follow, and to cope with various conditions presented in life. Counselors, who are the principal agents for providing career guidance and counseling, are trained to diagnose problems of human adjustment, to understand the opportunities and constraints different decisions may offer, and to be sensitive to the ways in which individuals respond to the problems they face. Schools provide comprehensive programs of guidance that include, in addition to counseling services, a wide variety of resources and assistance to meet the needs of their students. Hopefully, school guidance programs are linked with a variety of community agencies to assure continuity of assistance to young people.

Because school populations and individuals differ, the work of counselors as well as the overall guidance services must be adapted to particular situations. Thus, although counseling techniques and guidance programs may be basically alike in all fundamental respects as some authorities claim, they will differ in specialized applications. The variations may be so great that a program of guidance in a large urban school might be substantially unlike one in a suburban situation. Furthermore, an effective counselor in one type of program might be a failure in the other. A growing awareness of the relationships between guidance programs as well as counseling strategies and the clients served is currently focusing attention on the need to adapt guidance programs to urban schools in ways that tap aggregation of talent both in the school and in the community.

Traditonally, guidance programs have flourished in suburban schools where their major mission has been to help young people to make career plans and to choose high school and collegiate programs for study. In such situations, where life styles and individual responses are considerably more predictable, counseling approaches and strategies have established norms that tend to prescribe standard practice. In contrast, urban schools present entirely different variables that make new demands on guidance services and personnel. Consider, for example, the multicultural characteristics of most inner-city schools. Ethnic, racial, language, religious, and economic factors typically generate contrasting values and human responses.

It was because of this multiplicity of issues, conditions, and needs that this study was undertaken--focusing primarily on the current state of career counseling activities in the large, urban schools of America. The goal has been to first identify what is and then what should be the major goals, preoccupations and activities of career guidance and counseling services in the major urban schools, keeping in mind that the final and most urgent goal of our schools must continue to be the maximization of career guidance and counseling services to the youth of America.

Special commendation is extended to Dr. Keith Barnes for his outstanding work in the preparation of both this monograph and the resource handbooks which were produced as a direct result of the findings of his investigation. These resource handbooks effectively present procedures to assist urban school educators in assessing and improving school communication, appraising school guidance and counseling services, and in establishing a plan of action for establishing urban school career counseling programs. Specific reference to them appears in the bibliography of this monograph.

We also wish to give recognition to the members of the National Task Force for Research in School Career Counseling for their support and assistance in this endeavor. Specifically they are: Dr. James Wigtil, Associate Professor of Education, The Ohio State University; Dr. Anthony Riccio, Professor of Education, The Ohio State University; Mr. Jerry Fry, School Counselor, the Columbus Public Schools; Dr. Mary Clayton, Supervisor of Counselors, the Columbus Public Schools; and Dr. Frank Burnett, Associate Director, the American Personnel and Guidance Association, Washington, D.C. Finally, the staff of the Advanced Study Center of the National Center for Research in Vocational Education, under the leadership of Dr. Earl Russell, are to be commended for the contributions they made in assuring the successful completion of this important work.

It is hoped that this monograph and the accompanying materials will serve as useful resources for educators in the field as they work daily to improve and expand these critically important school career guidance and counseling services.

Robert E. Taylor
Executive Director
The National Center for
Research in Vocational
Education
The Ohio State University
1980

TABLE OF CONTENTS

Page

FOREWORD.....ii

LIST OF TABLES.....vi

EXECUTIVE SUMMARY.....viii

CHAPTER 1

INTRODUCTION..... 1

CHAPTER 2

METHODOLOGY AND ASSUMPTIONS.....16

CHAPTER 3

THE CONTEMPORARY URBAN ENVIRONMENT.....26

CHAPTER 4

GUIDANCE AND COUNSELING IN THE URBAN SCHOOLS: A REVIEW OF PAST PRACTICES.....53

CHAPTER 5

AN EXAMINATION OF EXISTING MODELS FOR THE DELIVERY OF CAREER COUNSELING IN THE URBAN SCHOOLS OF AMERICA.....66

CHAPTER 6

CURRENT STATE OF THE ART OF CAREER GUIDANCE AND COUNSELING SERVICES IN THE URBAN SCHOOLS OF AMERICA.....75

CHAPTER 7

SUMMARY, CONCLUSIONS AND FUTURE PROJECTIONS.....147

APPENDICES

APPENDIX A: National Survey of Large-City Career Counseling Services.....161

APPENDIX B: LETTERS OF TRANSMITTAL.....180

Page

APPENDIX C: Career Counseling Models.....184

APPENDIX D: The Condition of Education in America, 1979.....195

APPENDIX E: Members of the National Task Force of Research in School Career Counseling.....202

BIBLIOGRAPHY.....204

LIST OF TABLES

TABLE		Page
I	Twenty-four Large U.S. Cities Ranked by Estimated Population in Mid-1976	33
II	Percentage Increase or Decrease in Population Between 1970 and 1976 for 24 Large U.S. Cities	34
III	Changes in Population and Jobs from 1960 to 1970: Selected Cities	36
IV	Percentage of Change Between 1960 and 1970 in Total, White, and Negro Population in Sixteen Selected Large Central Cities	39
V	Proportion of Negroes in Total Population of Sixteen Selected Large Central Cities in 1950, 1960, and 1970	40
VI	Median Years of Schooling by Race, Sex, and Residence	45
VII	Percentage of Time Spent Performing School Functions as Estimated by Counselors	56
VIII	Services Which Should Be Provided by the Guidance Staff as Suggested by Principals, Teachers, Parents, and Students	59
IX	Changes in the Guidance Program Suggested by Counselors, Principals, and Teachers	60
X	Ways of Improving Counselor Training as Suggested by Counselors	61
XI	Large City Schools Solicited in National Needs Assessment	83
XII	Size and Geographic Location of Participating School Districts	88
XIII	School Districts Participating in the National Survey	89
XIV	Barriers to Guidance and Counseling as Perceived by Counselor Administrators	100

LIST OF TABLES (continued)

TABLE		Page
XV	School System Issues/Concerns.....	106
XVI	Evaluation Instruments Used in Assessing Student Placement in Urban School Vocational Education Programs.....	109
XVII	Major Problems of Urban Youth.....	112
XVIII	Major Problems of Urban Teachers.....	115
XIX	Major Problems of Urban School Administrators.	118
XX	Major Problems of the Urban Community.....	121
XXI	Modification of Counselor Role (Additions)....	126
XXII	Modification of Counselor Role (Drop).....	128

EXECUTIVE SUMMARY

Following an intensive year-long study of career guidance and counseling services in the Urban School Systems of America, four documents were prepared.

STATE OF THE ART

The first was a comprehensive analysis of the State of the Art of current school guidance practice. This document examined past and current practices in the field of school guidance and counseling with special emphasis given to career guidance and counseling pursuits. Areas of investigation included:

I. Introduction

II. Procedures and Methodology

III. The Urban Environment

IV. Career Guidance and Counseling Services in the Urban Schools: A Review of Past Practices

V. Models for the Delivery of Career Counseling Services in the Urban Schools: A Review of Past Practices

VI. The Current State of the Art of Career Counseling Services in the Urban Schools of America

VII. Conclusions, Recommendations, and Future Projections for Growth and Refinement of Career Counseling Services in the Urban Schools of America

A national survey of the 112 largest public school systems was performed during the winter of 1979. The data collected in this investigation provided substantive current information regarding current practices, significant barriers to the delivery of school guidance and counseling services and other useful facts.

The major issues and/or problems facing urban schools, as identified by the survey data, were as follows:

THE STATE OF THE ART - 1979

Career counseling services is probably the single most significant point of attack of educators in working to minimize the continuing disparities which continue to exist in the three arenas of education, employment and environment. Thus, a number of important questions beg to be answered before any substantive changes can be made in urban guidance services. They are as follows:

* What common barriers exist, if any, to block the delivery of effective career guidance and services?

* What are the major problems and issues confronting the urban community, school staff, administrators, teachers, counselors and students?

* Are adequate funds being made available to urban guidance and counseling programs to carry out their planned programs?

* Are there sufficient numbers of counselors being staffed in our urban schools to assure a workable student-counselor ratio?

* What changes in counselor role and function are seen as important in strengthening existing guidance and counseling programs? What duties should be dropped?

* Do unique programs exist in our urban schools which should be shared with other school districts for possible pilot testing?

* Are counselors effectively designing systematic programs of student evaluation and career counseling for prospective vocational education students?

* Does the present state of the art of urban career guidance and counseling, as described in this investigation, suggest certain courses of action for future expansion, growth and refinement in the total career guidance and counseling process?

* Would the establishment of national priorities and coordinated urban school efforts in planning for positive changes in urban career guidance and counseling services make a significant difference in the manner in which these services will be delivered in the future?

These and other questions have arisen quite naturally from an analysis of the data collected in The National Assessment of Urban Career Counseling Services conducted during the winter of 1978-79.

THE NATIONAL SURVEY

Understanding that current data relative to the general state of the art of "large city" guidance and counseling services had not been systematically collected for a number of years, the writer met with a group of concerned counselor educators and public school administrators to formally organize an ad hoc "National Task Force For Research in School Career Counseling."

The task force had, as its primary mission, the construction of a comprehensive survey instrument entitled The National Survey of Large-City Career Counseling Services. Questions posed in the survey were carefully designed to answer the major research questions prepared by the task force.

Major recommendations generated by this investigation were as follows:

1. Resolution of the funding problems facing urban school guidance and counseling should be given priority treatment by national, state and local public and private sector leaders.

2. The counseling profession must begin to formulate more systematic and objectively measurable programs of career development and career guidance and counseling service based on the collaborative, aggregational efforts of the total community.

3. State departments of education should establish enforceable standards for school guidance and counseling, including explicit student-counselor ratios, role and function minimum standards, and funding allocations. These standards should be closely tied to funding sanctions when departures from these standards are detected.

4. Quality program materials and guidelines need to be developed at the national level to assist counselors in improving such conditions as school communications skills, guidance and counseling program evaluation, the development of quality programs of inservice education and staff development, student evaluation

strategies and formats, upgrading or establishment of student job placement and student follow-up activities, the increased utilization of counselor expertise in school human relations matters, and other such program involvements.

5. Recent technological advances must be adapted by the more urban schools fully exploited by our urban schools to keep pace with the rapidity of change. Computer-assisted guidance information, media learning techniques, closed circuit television uses, and the like are just a few of the resources that must be made available to school counselors if they are to keep pace with the explosion of information that students so desperately need in making sound educational, personal and career decisions.

6. A national conference of large-city superintendents needs to be commenced to discuss possible, common strategies for improving career guidance and counseling services and to formulate recommendations to be presented to the Congress and their respective state legislative bodies that will effectively resolve the financial plight of urban school counselors.

7. Standards of school counselor competency need to be prepared and applied in the evaluation of counselor performance. Every attempt should be made to identify the counselors whose performance is deemed below acceptable levels of competence. The policing of counselor ranks of ineffective and/or incompetent counselors would open the door for some of the growing number of teachers who have received state certification as counselors but have found it impossible to obtain a counseling position.

8. Students must be included in the decision-making processes of urban schools. Counselors in their role as student advocates should take the lead in advancing this movement. Student involvement in school planning and decision-making is imperative if the schools are to resolve the problems of youth apathy, vandalism, truancy, and other related student problems.

9. A number of urban school leaders have developed and successfully put into place exemplary programs and student services. These activities should be shared regularly with all urban school leaders. The importance of on-going interchange and sharing of

innovative concepts among urban school leaders should be guaranteed through the establishment of an urban education information clearinghouse. This, of course, would include the sharing of recent development in career guidance and counseling work and related activities.

10. And, finally, considerable attention must be given to the whole process of change within the urban schools. Models for change used in the past typically have focused on the notion of specialization where a given textbook is adapted or a packaged program is accepted for use in the school system. A more suitable and functional model for change in today's urban schools would appear to be one that focuses on the total range of resources to which the schools have access. An aggregational model would seek to redefine the authority and the roles of counselors, teachers, administrators, students and parents in relation to one another. It would recognize the media through which students learn are many and diffuse, and would emphasize the coordination of all the experiences of the aggregation within a well-defined but open educational organization. There is nothing new about this particular course of action except that it is rarely used in our schools. It is apparent from the data obtained in this investigation that it is an idea whose time has come. The materials prepared as companion documents to this study each have utilized major features of this model and I call them to the reader's attention for possible field testing and/or personal examination.

IMPROVING SCHOOL HUMAN RELATIONS AND COMMUNICATIONS

A second document was produced by this investigation. It is a handbook for urban school staff use in "Assessing and Improving School Human Relations and Communications." The handbook provides guidelines and resource materials for implementing school needs assessment and staff/community comuunications efforts.

Topics covered in the handbook include:

* Establishing and Conducting a School Needs Assessment

* Procedures and Techniques for Effective Group Activities

* Improving Your School Public Relation Activities

* Working with People

The handbook describes field-tested methods which have been utilized in a number of America's largest public school districts.

THE APPRAISAL OF GUIDANCE AND COUNSELING SERVICES

This reource booklet contains an operational appraisal instrument to be used in evaluating the program effectiveness of secondary school guidance and counseling activities. Evaluative areas of programs appraised by this instrument include the appraisal of staff, facilities, professional preparation, support services, and the like. Users may obtain a quantitative measurement of a guidance and counseling program's strengths and identify areas in need of improvement.

AN AGGREGATION ACTION-BASED MODEL AND DELIVERY SYSTEM
FOR
CAREER COUNSELING SERVICES IN URBAN SCHOOLS

A final publication produced in this study was one dealing with a program model for urban school career guidance and counseling services. It is based on aggregational techniques and systems. Its primary purpose is to facilitate collaborative efforts by school staff, parents, students and the community at large in building career guidance and counseling services, not solely from the school as its base, but to draw upon the rich human and material resources of the urban center itself.

The model details an elaborate and systematic plan by which school personnel may encourage and give leadership to the active participation of all interested members of the urban community in the building of a truly aggregational career guidance and counseling program.

CHAPTER 1

Between 1776 and 1976 the world population has increased six times; real gross world products eighty times, the distance a man can travel in a day a hundred times, and if you want to include space travel, a thousand times; the destructive potential of our weapons a million times; the amount of energy that can be released from a pound of matter 50 million times; and the range and volume of information technology several billion times. (Scanlon, 1976)

INTRODUCTION

Youth unemployment, student apathy, declining interest in traditionally structured secondary education programs, absenteeism, class-cutting, vandalism, and continuing growth in youth-related crime are all simply outward manifestations of the growing problems existing in urban secondary education in America today.

This paper will examine those conditions with which urban school students, teachers, administration, parents, and interested community members must cope daily. It will also describe how these factors operate to form barriers to effective goal-directed learning in the urban schools and suggest systematic approaches for modifying and improving career guidance and community services.

The problems facing our major urban centers and the schools within them are obviously numerous and highly complex (see Chapter 6). It would appear there are indeed no simple solutions to them. Rather, the growing crises in American urban education demand that a consortium of interest and action at all levels of government, education, and society be established. While the

federal government and various state governments have provided some assistance to the urban schools by establishing such programs as the "Comprehensive Employment Training Act" (CETA), "Elementary and Secondary Education Act" (ESEA) funding, and others, one barometric indicator of their success can best be seen by examining the present level of youth unemployment in America, especially in the urban areas. The fact that youth unemployment continues to climb with no positive signs of reversal in the immediate future is one good indication of the relative success our social institutions have achieved in providing workable programs and services to the youth of our nation, especially those youth who are members of America's subpopulation (e.g., ethnic minorities, physically handicapped, and the like).

Who is to blame? One must ask this most basic human question since there is a tendency for members of a democratic society to fix blame in rather simplistic ways when profound educational problems continue to grow year by year.

The answer, of course, is that no one group or person is to blame. What has happened to our youth has arisen out of a host of events and societal maladies. Some examples would include the aftermath of student unrest of the '60s and early '70s which led to what might be broadly termed as a "social reaction formation" manifested by student apathy and general disinterest in traditional education as we know it. Short-sighted school curricular planning has led to boredom and restlessness for some youth, causing poor attendance and class cutting. Difficulties

in finding part-time or entry-level jobs have led many youth to vandalism, burglary, drug and alcohol abuse, and other "turning off" and "tuning out" behaviors.

Urban areas today are facing taxation revolts, strikes, school desegregation suits, increases in crime, financial deficits, out-migration to suburban "bedroom communities" (white flight), or an even more financially devastating movement of families and businesses out of "snowbelt" states to the more attractive enticements of the warmer climes of the "sunbelt" states. In short, the major cities are in deep trouble and much remains to be done to resolve the problems they face.

Adults and communities have not escaped these pervasive degenerative conditions. They, too, face growing inflation in utility rates, food prices, and other consumer products. The nuclear family as we know it is undergoing radical changes ranging from "communal arrangements" to persons simply living together without benefit of official secular or religious sanction. Discontent pervades the American scene while unrest continues in Iran, Ireland, Israel, Southeast Asia, Syria, and Central America, to name but a few countries. This continuing turmoil effectively operates to draw our national leaders' intellect and attention away from the growing social, political, and personal struggles that continue to expand at geometric rates in our educational systems here at home.

America's foreign financial exchange is far out of balance in terms of trade deficits, gold reserves, and the value of the

American dollar. Personal family finances are in similar disrepair judging from the rate of bankruptcies and second mortgages being negotiated and adjudicated. And, at the base of it rests the potential social dynamite of youth unemployment.

One way to begin the reverse some of the negative forces at work in urban education today is through soundly planned and efficiently coordinated career guidance and counseling services both in the schools and in direct collaboration with the urban community. This study focuses primarily on the state of the art of career guidance and counseling services in our urban public school districts.

The following discourse will document existing conditions, cite empirical data related to present urban public school practices in the area of career guidance and counseling, and offer recommendations for positive change and/or restructuring of systems presently in place in the urban schools of America.

There is no question that the efforts of school personnel leave much to be desired in such educational pursuits as program development, school-community communication, student program placement, vocational education, evaluation of student interests and occupational aptitudes, job placement programs, and follow-up work with students. It is hoped that the documents made available through the "Urban Schools of America Series" will be a valued addition of field-tested, practical materials and resources for school personnel in upgrading and/or redesigning their career education and career counseling activities.

A Call for Change

Nearly seven years ago the National Advisory Council for Vocational Education reported to the Secretary of Health, Education, and Welfare, Elliot Richardson, forcefully describing the condition of counseling in America's schools as being in need of major revision. The council clearly described the past and present condition of counseling services and set down a number of observations, which in this writer's judgment, still ring true today. In their "call for change" the council reported as follows:

> "The prime legacy being left to today's youth is the certainty of uncertainty. The major thing youth knows for sure is that change is coming--and at an increasingly rapid rate. Change in the nature of occupations, in skill levels required for job entry, and changes in work values. They are being told that their prime goal must be one of adaptability--of being able and ready to change with change. We have assured them that, on the average, they may expect to change occupations somewhere between five and seven times during their working life.
>
> Society has told youth they should want to work and should endorse the work ethic. But the work values of young people in this post-industrial society are not, and should not be, the same as their parents'. Youth understands that we have now moved into an era where this country produces more services than goods--that increasingly, machines produce products, and people provide services. But how is a young person to plan his future so as to provide the greatest possible service (.....) while deriving personal satisfaction for himself?
>
> Most youth understand full well that education is a key ingredient in preparation for employment. We have passed on to youth the false societal myth that a college degree is the best and surest route to occupational success--and then cautioned them that less than 20% of all occupations existing in this decade will require a college degree. Youth has been told

that many more should enter vocational education, but has never been provided with the hard facts that would give them a reasoned basis for choosing to do so."

Given this "adulterated" view of the future and its prospects, coupled with the true complexity of society, is it any wonder that:

- over 750,000 youths drop out of high school each year?
- over 850,000 drop out of college each year?
- fewer than 1 in every 4 high school students is enrolled in vocational education?
- record numbers of high school graduates are enrolling in college during the very time when unemployment among college graduates is at a ten-year high?
- the ratio of youth to adult unemployment has risen each year since 1960?
- student unrest is a strong and pervasive force among both high school and college students?
- over 75% of all community college students are enrolled in the liberal arts transfer program while less than 25% ever attain a baccalaureate degree?
- 38% of all Vietnam veterans are enrolled in vocational programs, while 60% are enrolled in four-year college programs, in spite of the limited prospects of jobs for college graduates?

Youth who are unsure about the future are bound, to some extent, to be unsure about themselves. The American cry for "freedom of choice" carries a very hollow ring for those whose choices have never been made clear.

The Current State of Counseling

Seventy-one years ago there were no counselors. Today there are more than 60,000. The counselor-pupil ratio in the public

schools was cut in half between 1958 and 1968, but it has begun to increase gradually since the early 1970s. Professional standards have been raised across the board. There is a growing abundance of better research-based counseling tools. The number of colleges and universities training counselors has doubled in the last 15 years. Nineteen federal education and manpower programs enacted since 1960 have called for counseling and guidance services. On the surface, counseling and guidance seems to shine, but when we look beneath the surface, the status of counseling, in practice, looks considerable different. The following observations were detailed by the Advisory Council:

1. Counselors and counseling are being subjected to criticism by other educators, parents, students, and industry, and there is validity in this criticism.

2. Some national authorities have recommended elimination of elementary school counselors.

3. Numerous school boards have reassigned counselors to full-time teaching duties as "economy" measures.

4. The Veterans Administration has removed the "request for counseling" question from their Application for Educational Benefits form.

5. Adult and community counseling agencies do not exist in most parts of the country.

6. Employment service and vocational rehabilitation counselors are evaluated in terms of numbers of cases closed rather than quality of service provided.

7. Counselors are much more competent in guiding persons towards college attendance than towards vocational education.

8. Job placement and follow-up services are not now being routinely provided as an important part of counseling and guidance programs.

9. The counselor-counselee ratio in the poverty pockets of the United States is woefully inadequate.

10. In almost no setting is the counselor-counselee ratio low enough to justify strict one-to-one counseling, but counselors still persist in their attempts to use this technique, rather than group counseling approaches, as their primary method of helping people solve their problems.

11. Most counselors know very little about the world of work outside of education.

12. Counseling and guidance services are being rejected by the hard-core disadvantaged as irrelevant and ineffective.

The council observed that this negative picture of counseling was intolerable and held that a society with an increasing rate of change creates problems for its members and should accept responsibility for helping individuals solve their problems.

Who is Responsible?

Those who work as practitioners in any field are, and should be, held accountable for both its successes and its failures. There is no doubt that a portion of the responsibility must be placed on counselors themselves. However, there are others who must share the responsibility for providing sound counseling systems for the various publics to be served. Counselors have been victims more than villains, in this sorry scenario. Who else is responsible? The answers, the council asserts, are many:

- school administrators who assign counselors clerical and administrative chores rather than leaving them free to do their professional work,

- parents who pressure counselors to help students gain college admittance and criticize counselors who try to help students study opportunities in vocational education,

- state departments of education for not making paid work experience a requirement for counselor certification,

- counselor education institutions which make only one course in occupational guidance required in the graduate programs of counselor preparation,

- the United States Congress which has called for counseling and guidance in nineteen laws, but in no law now on the books has provided specific funds to support it,

- the business and industry community for criticizing counselors rather than mounting forward-looking programs designed to upgrade counselor knowledge regarding the world of work,

- administrators of vocational education for being unwilling to use as much as 4 percent of their financial resources in support of counseling and guidance services,

- the many agencies of government which employ counselors, for failing to unify requirements for counselors,

- professional guidance associations which have not made their voices heard among the decision makers in our society,

- manpower experts for not collecting and disseminating accurate data to counselors regarding earnings of graduates from occupational education programs,

- organized labor for being neglectful in establishing a closer relationship with education in general and guidance in particular, and

- the individual counselor whose apparent concerns for those he seeks to serve have not been great enough to cause the counselor himself to cry out in protest and to struggle for improvement.

In short, the council made a clear case in noting that "there are few among us who can be said to be completely free of

blame. Recognizing this, we call upon all to join together in a total effort to improve the quality and quantity of counseling and guidance services to all individuals--youth and adults--throughout the land."

What Must Be Done?

The Advisory Council sees no magical solutions but some reforms are obvious and urgent. The council's report recommended that:

- state departments of education require work experience outside of education for all school counselors who work with students and prospective students of vocational education.
- individuals with rich backgrounds of experience in business, industry, and labor--but with no teaching experience--be infused into the counseling system.
- counselor education institutions require at least one introductory course in career education and at least one practicum devoted to an on-site study of the business-industry-labor community.
- responsible decision makers embark on an immediate major campaign designed to upgrade the vocational knowledge and career guidance skills of currently employed counselors.
- decision makers in education make extensive provision for the training and employment of a wide variety of para-professional personnel to work in guidance under supervision of professionally qualified counselors.
- concerted efforts, including computerized guidance systems, be made to get more accurate, timely data to counselors regarding vocational and technical training and job opportunities.
- increased efforts be made to improve sound counseling and guidance services to members of minority populations and other disadvantaged persons.

- special efforts be made to mount and maintain effective counseling and guidance programs for handicapped persons, for adults, for correctional institution inmates, and for veterans.

- community service counseling programs be established and operated throughout the United States.

- immediate efforts be made to lower the counselor-pupil ratio in elementary, secondary, and post-secondary educational institutions to a point where all who need counseling and guidance services will, in fact, receive them, while simultaneously encouraging more guidance in groups.

- job placement and follow-up services be considered major parts of counseling and guidance programs.

- career development programs be considered a major component in career education, both in legislation and in operating systems.

- the United States Office of Education create a Bureau of Pupil Personnel Services that includes a strong and viable counseling and guidance branch.

- the United States Congress create categorical funding for counseling and guidance in all legislation calling for these services.

- state departments of education and local school boards initiate actions confirming their commitment to the importance of providing sound counseling and guidance services to all individuals.

- all those who now criticize counselors be charged with responsibility for making positive suggestions for their improved performance.

The council concluded its report by forcefully charging all to participate in "the upgrading of guidance and counseling services. Our glory as a nation has been the multiplication and re-multiplication of choice, but it will become our shame if we fail to help our people cope with choice. Counseling and guidance is imperfect, but it is our best device. It deserves the

support and backing of our entire society." (Report of the National Advisory Council for Vocational Education, 1973).

Many of these observations and recommendations have gone unheeded over the past seven years with the consequence that counselors in the urban schools of America have continued to struggle, with mixed success, to serve the divergent needs and demands of a multiplicity of publics--groups whose needs have often been in direct conflict with one another.

At a time when guidance and counseling services in the urban schools are being called upon regularly to expand services to a wider range of clients with highly diverse expectations of what they should receive from these services, the "call for change" is more pronounced now than it was seven years ago, as we enter the decade of the '80's.

One thing is certain, school guidance and counseling in the urban schools still is in need of change, reorganization of priorities, and reexamination of where it is going. Clearly, there are some strong signals being sent by parents, school administrators, and the counselors themselves concerning the need for change but signals remain meaningless unless or until they are received and acted upon.

In the remaining sections of this report, current data are examined relative to the state of the art of career counseling in urban schools of America and recommendations are forwarded which will, hopefully, give insight and direction to the growing necessity for change in urban school counseling.

This investigation examines and discusses the following:

- methodology and assumptions
- the contemporary urban environment
- career guidance and counseling in the urban schools: a review of past practices
- an examination of existing models for the delivery of career counseling in the urban schools of America
- the current state of the art of career counseling in the urban schools of America
- conclusions, recommendations, and future projections

Objectives of This Monograph

The major objectives of this investigation are:

1. to provide a description of the present state of the art of school guidance and counseling services in the urban schools of America in substantive areas to be described below.

2. to examine existing delivery models for improving the whole range of services subsumed under the heading of career counseling services as detailed later in this seciton and to develop an aggregate career counseling model which can be utilized by public school personnel in improving their school systems' existing career counseling services and programs.

3. to identify the major problems and issues facing the American urban centers, and consequently, the students, staff, and community of their school districts. In doing this it is hoped that the identification of major barriers can lead to the formulation of effective measures and recommendations for the modification, reordering, and improvement of career guidance services in the urban schools of America.

4. to provide a considerable body of hard data for educational leaders, professional organizations, and legislative bodies to examine in their search for higher levels of efficiency and performance in the delivery of school guidance and counseling services.

5. to give further direction and reference points for future investigations into urban school career guidance and counseling research endeavors.

6. to establish special needs areas and recommend appropriate actions required to satisfy these needs, including the preparation of special documents targeted for urban school personnel use.

Summary

This monograph examines where guidance and counseling services in the urban schools of America have been, where they are now, and submits for the reader's consideration, some directions these services should take in the years ahead.

CHAPTER 2

METHODOLOGY AND ASSUMPTIONS

Five research strategies were applied in this investigation including a thorough search of current literature pertaining to the condition or state of the art of career counseling in the urban schools of America. The major investigative avenues followed in this study included:

1. a thorough search of the literature pertaining to career guidance and counseling in the public schools;
2. the compilation of current data pertaining to the conditions, practices, and other kinds of statistical findings collected and reported by the National Center for Education Statistics, Educational Division of Health, Education, and Welfare, Washington, D.C. (Golladay, et al, 1978);
3. the collection and analysis of current public school counseling program data from the major urban schools of America through the auspices of a consortium of educators utilizing a national survey instrument;
4. a series of on-site visitations and other direct communications with the guidance and counseling leaders of the urban schools; and
5. personal interviews and discussions with acknowledged leaders in the field of school guidance and counseling.

The Literature Search

A comprehensive literature search was conducted through the computer search capabilities of the National Center for Research in Vocational Education and through the information retrieval services of The Ohio State University. The Lockheed Retrieval Services, Sunnydale, California, were utilized in identifying the publications stored in the ERIC and AIM/ARM data bases. A retrospective literature search was initiated to identify research documents, books, and journal articles with a publication date of 1970 or later from these data bases. This computer search focused on various aspects of rural career guidance, counseling, placement, and follow-through. Some of the major descriptors used for this initial search included:

Urban Areas	Urban Environment	Urban Issues
Urban Education	Urban Family	Urban Job Placement
Urban Youth	Urban Residents	Urban Career Education
Urban Dropouts	Urban Schools	Urban School Data

Appropriate coordinate indexing descriptors (e.g., "career counseling," "guidance," and "counseling") were keyed with the major terms.

ERIC is a national information system which provides ready access to descriptions of exemplary programs, research and development efforts, and related information. In addition, the ERIC Clearinghouse on Counseling and Personnel Services (ERIC/CAPS) is one of the units of the ERIC system. ERIC/CAPS is responsible

for acquiring, indexing, abstracting, and disseminating information related to all aspects of guidance and counseling. The AIM/ARM data base provided access to abstracts of instructional and research materials in vocational-technical education.

To assure comprehensive coverage, three data bases were searched through the Mechanized Information Center (MIC) at The Ohio State University. These searches examined the files for social sciences and the multidisciplinary sciences on a retrospective as well as current awareness basis. A search of ERIC documents was instituted through the current awareness service provided by MIC. The initial computer searches yielded well over 7,000 citations.

Another major approach for identifying research and development efforts and materials involved a national field survey. Letters of inquiry were mailed to all large city directors of guidance and counseling. Special agencies and individuals specializing in urban education were also contacted. Approximately 112 letters were mailed requesting materials prepared in the last five years (1975-1979).

Existing literature syntheses were utilized as well. For example, Guidance: An Annotated Bibliography of ERIC and AIM/ARM Documents, 1975, and bibliographies on urban education and large schools prepared by ERIC/CAPS provided an additional means of document identification.

Literature Review

A formalized screening procedure established the criteria for initial screening of descriptor cards and abstracts. The primary population target was urban youth. Secondary targets were the following urban groups: minorities, low-income groups, women, the gifted, and the physically and mentally handicapped.

Based on review criteria, the literature had to relate to methods, materials, and models within the framework of career guidance, counseling, placement, and follow-through or it had to describe the characteristics or conditions of the urban environment.

Following the initial screening, approximately 500 citations were retained for further processing. Abstracts were obtained for all of these.

Abstracts were further screened and placed into the following categories: individual assessment, career development needs assessment, resource assessment, goal development, behavioral objectives, delivery planning and implementation, specialized guidance and counseling practices, attitudes and values, community relations, evaluation, placement, follow-up, follow-through, and staff development. All abstracts were reviewed for relevance to each major topical area.

Summary Development

The literature reviewed constituted a wide variety of documents. The focus of the review was on documents produced after 1974, but critical material generated before this date was

considered to some extent by the individual authors. Each document was analyzed and related to its aspect of the current state of the art in the urban setting. The findings are integrated in this comprehensive state-of-the-art position paper describing career guidance, counseling, placement, and follow-through needs of urban youth.

State of the Art Review

Major emphasis was given to a broad-based review of this paper during its development. Suggestions for data classification or revision were provided not only by project staff but by national advisory members and selected consultants.

Current Educational Statistical Data

Current data pertaining to the condition of education in America's urban schools was obtained from the National Center for Education Statistics, HEW, Education Division. Information obtained from this source included school enrollment figures, racial composition, regional variations, revenue expenditures, high school completions, and problems facing the public schools. These data are displayed and analyzed in Chapter 3 of this work.

The National Survey

A survey entitled "National Survey of Large City Career Counseling Services" was prepared, validated, analyzed, and computer-processed.

While the survey was instituted by an organization external to the National Center for Research in Vocational Education, namely the National Task Force for Research in School Career Counseling, permission to use the data obtained from the survey was granted by Dr. James V. Wigtil, co-chairman of the Task Force and Associate Professor of Education, The Ohio State University. These data and a discussion of the findings have been presented in Chapter 6 of this investigation. Members and titles of the Task Force participants have been detailed in Appendix E.

Visitations and Communications

In addition to the methodologies described above, a number of collaborative ventures were pursued during the course of this investigation. On-site visitations were made to a school district operating an exemplary career counseling program (i.e., the Salinas, California School District). This district participated in the Alliance for Career and Vocational Education, a program organized and coordinated by the National Center for Research in Vocational Education.

Additionally, during the course of this nine-month research endeavor, meetings were held with leaders from the field of vocational education and school counseling--Dr. Ralph Tyler, Dr. Gordon Swanson, Dr. Edward Herr, Harry Drier, Dr. Robert Campbell, Dr. Norman C. Gysbers, Dr. James V. Wigtil, and Dr. Robert Taylor--to name only a few. Their insight and direction provided valuable assistance in redirecting, modifying, and strengthening the range and scope of this investigation.

Interviews and Discussions

Finally, the assistance of certain members of the staff of both the National Center for Research in Vocational Education and the Advanced Study Center was a source of encouragement and support. Dr. Earl Russell, coordinator of the Advanced Study Center, and his staff were always available for logistical support when materials and resources were requested. Staff members in the National Center library, computer assistance center, graphic design department, and the research, development, and evaluation divisions shared information, documents, contact persons, and other such supportive services without which this study could not have been completed.

The Purpose of This Endeavor

During the period of time since 1971, the federal and state governments have undertaken to implement a major reform and re-direction of the American educational structure. The term or concept used to describe this movement is career education. The term itself is not new, but its substance represents a complex set of inputs of which career development theory and career guidance and counseling programs are primary.

The central purpose of this document is to identify, review, and synthesize what we know about the present conditions of existing career counseling programs in the urban schools of America and their communities and to prepare resources that will

hopefully strengthen these programs. A pre-project search of the literature for exemplary career counseling models for urban schools, as well as the capabilities or urban communities and their schools to provide personalized, comprehensive, and systematic career counseling programs and services yielded only two major scholarly efforts of interest for the purpose of this investigation.

The hypothesis developed for this study was that students living in urban settings are restricted in their career development by such factors as (1) environmental constraints, (2) limited range of occupational role model exposures, (3) declining job and leisure opportunities, (4) lack of sufficient numbers of trained guidance staff, (5) insufficient resources and facilities, and (6) lack of financial support to solve their indigenous problems. These limiting characteristics could result in urban students having unique career planning and preparation problems.

The following are generalizations concerning characteristics of urban environmental restrictions:

1. Urban youth frequently do not have the skills, training, value orientation, and personality characteristics which are necessary for original occupational selection and subsequent movement up the occupational ladder. These disparities result from differences in high school education, occupational information levels, educational and occupational aspiration levels, job and living conditions, preferences, and personality characteristics

when compared with their suburban counterparts.

2. Urban youth and adults have narrowed visions of occupational opportunities because of the inaccessibility of career information and resources.
3. Counselors have rapidly diminishing opportunities to exchange ideas with other professionals and have limited access to means of inservice professional growth experiences within the school system.
4. Educators are unable to command the financial support necessary to provide needed program change.
5. The pervading attitudes and values of urban parents usually are such that community-based career development assistance is rarely fully utilized.
6. Continuous school leadership which is necessary to gain staff and especially community support for continuity of effort in the redesign of a career guidance program model is often absent in urban schools.

Assumptions

If the limiting conditions cited above are present, urban youth need additional assistance in (1) understanding themselves in relationship both to others and to their highly complex environment; (2) perceiving the impact of national and world societal conditions on life expectations; (3) developing an understanding of the characteristics of decision making, especially as they relate to occupational, leisure, and avocational preparation; (4) understanding the process of and the skills needed

for logical career planning; (5) understanding the comprehensive nature of the world of work and how it affects or is affected by local, state, national, and international economics; and (6) understanding the diversity and the effects of the various attitudes and values held in our society, especially as they relate to sex, race, and socioeconomic factors. Furthermore, these experiences and understandings must be made available on a developmental and systematic basis through some formalized plan of action as a part of all educational programs experienced by youth and adults. (See Chapter 7).

Target Population

For the purpose of this study, the target population was selected administrative staff employed in urban-based educational settings. Urban school districts were defined as those districts which have student populations which exceed 20,000 students. By definition, urban high schools have populations in excess of 500 students. The urban high schools have no student population limits, but the majority of students come from urban areas of 100,000 people or more. In addition, the student's place of residence is within a legally defined city or consolidated urban school district.

CHAPTER 3

THE CONTEMPORARY URBAN ENVIRONMENT

An Overview of the Urban Setting

An individual's development is influenced by environmental as well as personal factors. It is not my purpose in this paper to debate the environmental versus hereditary nature of development, but rather to assume that both influence the direction of individual maturation, and further, that these two interact to create unique circumstances which produce a variety of results.

In addition, I believe that it is possible to intervene, consciously changing the environment in order to influence the individual's career development. For example, career development and guidance programs--specifically and in their broadest conception--are efforts to analyze personal and environmental characteristics in order to facilitate greater satisfaction in all aspects of individual career choice, planning, and life role assumption.

Urban youth and youth in other, smaller population centers, for that matter, frequently lack sufficient experiences to make adequate career decisions. Their homes and communities tend to be caught up in a vastly complex personal and social maze of disorder and confusion, causing youth to experience what some have described as "choice anxiety" when faced with career options. This situation is compounded by the limited resources available

to local school personnel and, in some cases, by the limited professional training of some school guidance staff.

Descriptions of influences on urban youths' personal and educational development during the formative years of their lives are the subject here. Information obtained from the literature related to urban youth reveals the strengths and weaknesses of the urban environment. With these insights, more viable career guidance programs can be planned for these youth. Assumptions which guided the writing of "The Urban Home," "The Urban School," and "The Urban Community" are the following:

1. All individuals are unique with their own sets of values, beliefs, attitudes, aptitudes, and physical attributes.
2. Environmental factors in the home, school, and community influence the development of individual characteristics.
3. Urban areas of America share many common environmental characteristics.
4. Specific urban areas have additional local characteristics which make each community unique.
5. Effective career guidance programs may be developed by recognizing and using the available resources and human resources of the home, school, and community.
6. Career guidance and counseling are programmatic efforts to increase awareness and to prepare youth and adults to explore, experience, plan, and make decisions concerning the life roles in which they participate.

7. The major delivery vehicle of the career guidance programs is the school curriculum through which the relationship between learning and living is addressed.
8. Career guidance is an integral part of the school curriculum and has goals, specific objectives, and expected outcomes.
9. Career guidance is the shared responsibility of the entire school staff and the community.
10. Leadership and counseling are provided by the professional counselor.
11. Comprehensive career guidance programs best meet the needs of urban youth.

That both rural and urban areas are unique environments has long been recognized. Conversely, their shared environment cannot be ignored. Haller (1969) has explained,

> By unique environment we mean those parts of the person's social environment which vary substantially from individual to individual and which produce individual differences in behavior. The elements of a person's unique environment consist of the information presented to him and emphasized as important for him by other people whose judgment and actions he respects. . . By the term "shared environment" we mean to indicate all variables describing the amount and accuracy of information which, objectively, is readily accessible to all or most people in a group.

These aspects of environment--shared and unique--form the system within which a person's achievement behavior is conducted and which influence action (Haller, 1969).

Generalizations concerning urban America must be interpreted judiciously, in full recognition of those unique effects

of ethnic background and local conditions, including historical, economical, educational, social and psychological factors. Shared environmental characteristics of urban areas include changing population structure, increasing levels of youth unemployment, and a growing tendency for school districts to share common problems such as student apathy.

Against this background of shared environmental characteristics, additional unique conditions which interact and press on urban youth will be examined. These include factors in the home, school, and community. Each will be examined and its impact discussed. Specifically, the following will be described:

1. The urban home - family size, marital status, educational attainment, economic circumstances, attitudes and values, relationships with the urban school and role models.
2. The urban school - students, facilities, resources, staff, career counseling programs, and administration.
3. The urban community - location, population, general economy, employment opportunities, school-community involvement, and community leadership.

The median age of urban inhabitants is decling, for example, in urban areas and for the United States as a whole. While median age of rural residents increased between 1960 and 1970 from 27.3 to 27.9 years, urban areas experienced a movement in the opposite direction--30.4 to 28.1 years, respectively, for 1960 and 1970. For rural and urban areas combined, the median age decreased between 1960 and 1970 from 29.5 to 28.1, respectively. (Bureau of the Census, 1972)

Economic and Social Factors

Population as a social, economic, and personal-growth factor will have a dramatic impact on our urban centers in the next two decades. Amara (1978) looks to the future with mixed impressions and predictions.

Birthrates are at their lowest levels ever--essentially at replacement levels after the largest baby boom in history--providing us with a time to "pause and refresh." By far the largest growth in the next decade or two will be in the working-age population 18-64, reflecting the passage of the end of the "bulge" into the labor force. The resulting dependency ratio $\left(\frac{\text{No. not in labor force}}{\text{No. in labor force}}\right)$ will be the smallest ever. Since at the same time we can let up on the allocation of resources for schools, playgrounds, and roads, we have an enormous opportunity to invest for future growth and quality-of-life improvements.

The demand for housing will continue at a very high level, reflecting peak levels of household formation into the 1980s.

The South and the West will continue to enjoy a disproportionate share of national growth.

Some--not all--urban communities may start a turnaround by the end of the '80s, partly because the suburbs will become somewhat less attractive. Crime and unemployment rates are likely to decrease appreciably in the cities and elsewhere.

Although no dramatic changes are expected in longevity, we are likely to experience a tapering off of the large annual

(8-10 percent per year) increases in medical care costs as we shift our attention more effectively to preventive and self-help measures rather than almost total dependence on after-the-fact medicine.

Values and attitudes best describing the 1980s are those of individuality and independence of thought, acting to control decisions affecting our lives; pluralism, with an affirmation of differences (ethnicity, lifestyles); fiscal conservatism, brought about by inflation and disenchantment with government generally; quality consciousness, made possible by increasing affluence and higher levels of education; and conservation-mindedness, reflecting concerns about the environment, energy, and natural resources.

Public education in America, similarly, is undergoing dramatic shifts and decreases in student population. The facts show that an estimated 43.7 million pupils were enrolled in public elementary and secondary day schools in the fifty states and the District of Columbia in the fall of 1977. This amount represents a decrease of approximately 569,000 (1.3 percent) from the number reported in the fall of 1976, and a steady decline for the sixth consecutive year. This decline began in the fall of 1972, when--according to National Center for Education Statistics (NCES) records--enrollment in public schools decreased for the first time since the 1943-44 school year.

Among the jurisdictions reporting both for fall 1977 and fall 1976, a total of thirty-five states and the District of

Columbia reported enrollment decreases in the fall of 1977, ranging from 0.1 percent in Florida and Louisiana to 4.7 percent in the District of Columbia. Of the remaining reporting states, Tennessee reported the largest enrollment growth, an increase of 4.3 percent over the fall of 1976, while other states indicating growth reported smaller increases ranging from less than 0.05 percent to 2.2 percent. (Advance Report, National Center for Education Statistics, 1977)

America's large cities have contributed significantly to this decreasing population trend. When one views the population figures of twenty-four of America's largest cities, their estimated population data for 1976 shows that only six cities have increased in size since 1970 and all of these are so-called "sunbelt" cities. (See Tables I and II below.)

Demographic Changes in the Large Cities

Foremost among demographic trends which have led to dramatic change in our cities has been the continuing exodus of population from cities to the suburbs. During the period of 1960 to 1970, in virtually every part of the country, the population of most central cities remained static or declined, while the population of surrounding suburban areas increased substantially. For example, the population of St. Louis declined 17 percent, but its suburbs grew 29 percent. Atlanta's population increased only 2 percent; its suburban population, 69 percent.

As population has left the cities, so also has industry, employment, and tax revenues. From 1960 to 1970, New York City

TABLE I

Twenty-four Large U.S. Cities Ranked by Estimated Population in Mid-1976 (with Corresponding Figures for 1970 and Percentage Increase or Decrease in Population Between 1970 and 1976)

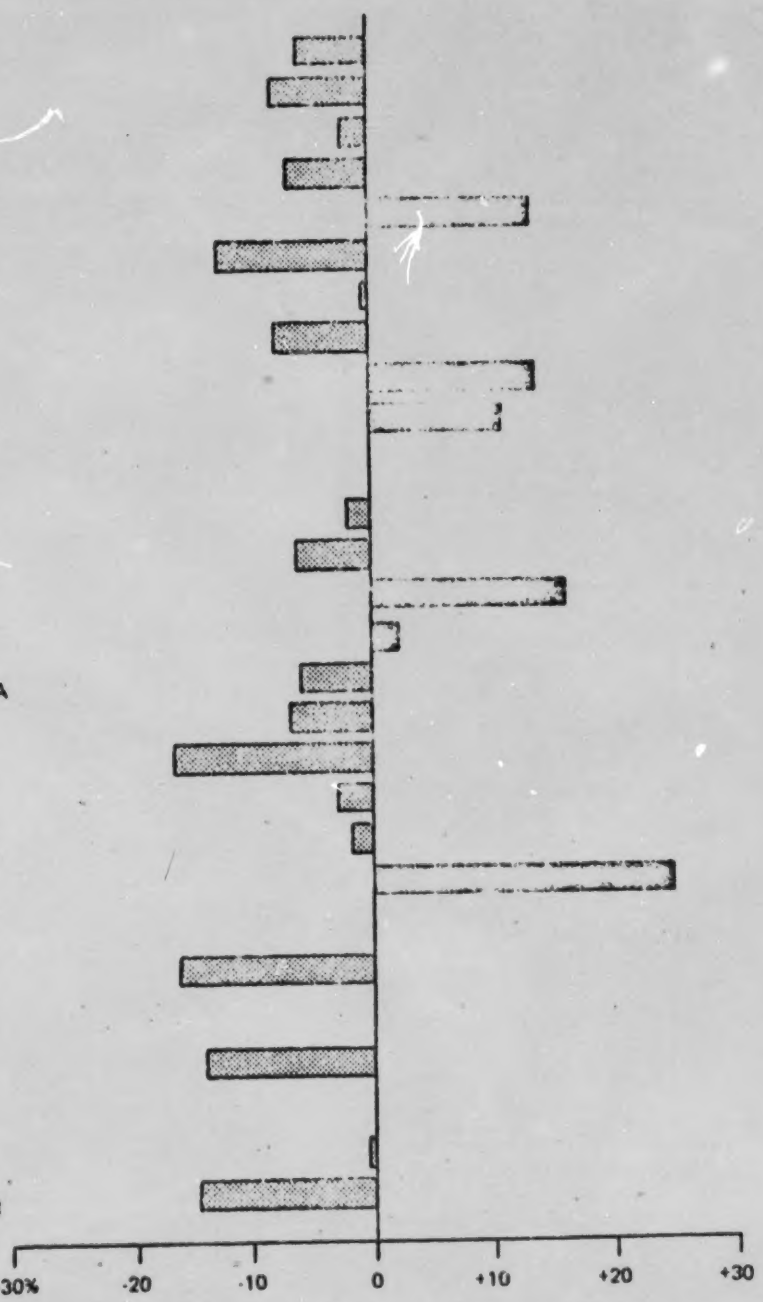
1976 RANK	CITY NAME	1976 ESTIMATED POPULATION	1970 CENSUS FIGURES	PERCENTAGE CHANGE 1970 to 1976
1	New York, NY	7,422,831	7,895,563	-6.0
2	Chicago, IL	3,074,084	3,369,357	-8.8
3	Los Angeles, CA	2,743,994	2,811,801	-2.4
4	Philadelphia, PA	1,797,403	1,949,996	-7.8
5	Houston, TX	1,455,046	1,282,443	+13.5
6	Detroit, MI	1,314,206	1,514,063	-13.2
7	Dallas, TX	848,829	849,410	-0.1
8	Baltimore, MD	827,439	905,787	-8.6
9	San Diego, CA	789,059	697,471	+13.1
10	San Antonio, TX	783,765	708,582	+10.6
11	Indianapolis, IN	708,867	729,768	-2.9
12	Washington, DC	700,130	756,668	-7.5
13	Phoenix, AZ	679,512	589,016	+15.4
14	Memphis, TN	667,880	657,007	+1.7
15	San Francisco, CA	663,478	715,674	-7.3
16	Milwaukee, WI	661,082	717,372	-7.8
17	Cleveland, OH	625,643	750,879	-16.7
18	Boston, MA	618,250	641,071	-3.6
19	New Orleans, LA	580,959	593,471	-2.1
20	San Jose, CA	573,806	461,212	+24.4
23	St. Louis, MO	519,345	622,236	-16.5
29	Atlanta, GA	425,666	495,039	-14.0
33	Portland, OR	379,826	382,352	-0.7
34	Minneapolis, MN	371,896	434,400	-14.4

SOURCE: Bureau of the Census

TABLE II

PERCENTAGE INCREASE OR DECREASE IN POPULATION BETWEEN 1970 AND 1976 FOR 24 LARGE U.S. CITIES

1976 RANK	CITY NAME
1	New York, N.Y.
2	Chicago, IL
3	Los Angeles, CA
4	Philadelphia, PA
5	Houston, TX
6	Detroit, MI
7	Dallas, TX
8	Baltimore, MD
9	San Diego, CA
10	San Antonio, TX
11	Indianapolis, IN
12	Washington, DC
13	Phoenix, AZ
14	Memphis, TN
15	San Francisco, CA
16	Milwaukee, WI
17	Cleveland, OH
18	Boston, MA
19	New Orleans, LA
20	San Jose, CA
23	St. Louis, MO
29	Atlanta, GA
33	Portland, OR
34	Minneapolis, MN



The large cities which grew in population between 1970 and 1976 were all in the "sun belt". Not all "sun belt" cities grew.

registered a 2 percent decline in jobs, while its suburbs experienced a 31 percent gain. Chicago lost 12 percent of its jobs, but suburban employment increased 62 percent. (See Table III).

In many cities during the period of 1960 to 1970, the percentage of elderly and low-income residents increased. These groups rely more heavily on public services in such areas as welfare, health, hospitals, and housing. For instance, the percent of population in Milwaukee over sixty-five years old has increased from 9.6 percent to 11.0 percent; in Atlanta, from 7 to 9 percent.

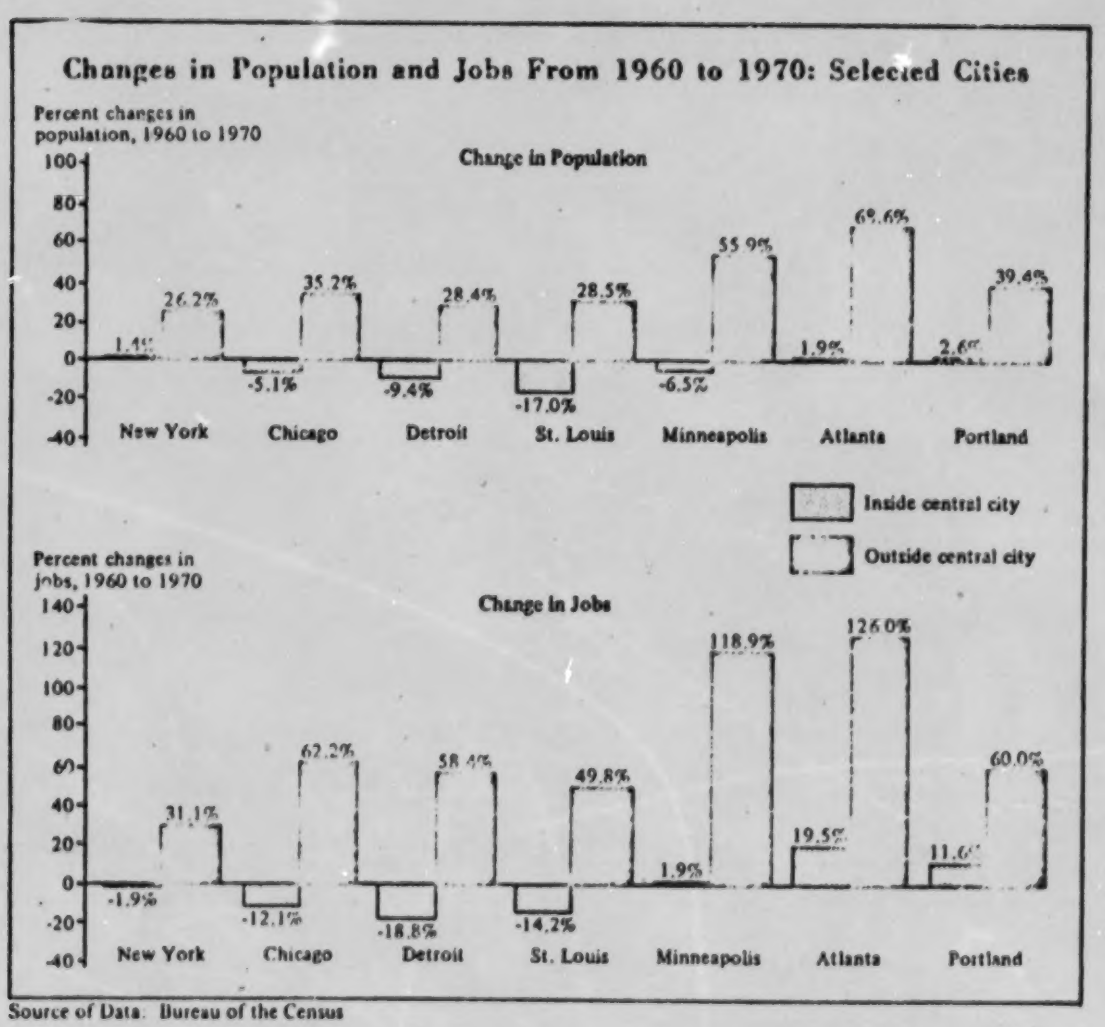
While cities' population and employment have been shrinking, their expenditures have been increasing. The danger of expanding spending for public services during a period when our major cities' economic base is contracting, of course, is that revenue will not keep pace with expenditures. Thus, we have seen major fiscal crises in the cases of New York City and Cleveland, two major cities experiencing the inevitable consequence of their condition.

In terms of the impact of this economic erosion on the cities' educational establishments, new laws have acknowledged that some children cost more than others to educate. Many states have adopted pupil-weighting systems for city school districts providing more funding for educating children who are handicapped, require bilingual education, or are educationally disadvantaged.

Clearly, the financial problems of many of our large city school districts, including the equitable funding of urban education,

TABLE III

A shift of both population and jobs from inside central cities to outside central cities occurred in many areas between 1960 and 1970. In others, limited growth in the central city was eclipsed by much greater growth in surrounding suburban areas.



Source of Data: Bureau of the Census

have yet to be resolved. With the growing demands for increased services, the impact of court-order desegregation of schools, soaring inflation, and the decline in most large city school enrollment, dramatic changes in the manner in which schools are financed is imperative if urban schools are to avoid the continued deterioration of their programs and services.

Racial Composition

Current demographic data indicate that the racial composition of our major urban centers has changed markedly over the past twenty years.

Of all urban minorities, blacks are the most visible, the most numerous, and the fastest growing group. This has not always been so. Prior to the early 1900s, the great majority of American blacks lived in the rural South. Since that time, major shifts have taken place in the movement of racial minorities and majority whites.

The effect upon cities of this dual influx of residents--whites and minority populations--has been rapid and devastating. As Table IV indicates, in nearly all the nation's largest central cities, there was a decline in both the total population and the white population between 1960 and 1970; at the same time, the black population increased substantially. Thirteen of the sixteen selected central cities registered a decline in total population during the decade, the largest loss being that in St. Louis. More important, in each of the eighteen cities the white population declined, and there was a gain in the number of

blacks ranging from 15 percent in Cleveland and Cincinnati to 65 percent in Boston and Milwaukee. The larger the metropolitan area, the greater the proportion of blacks residing today in the central city and the greater the proportionate increase since 1950. Tables IV and V present comparative data for the same sixteen cities and indicate the rapidly changing proportion of blacks in each. By 1970, more blacks than whites were residents of Washington, D.C., Newark, and Atlanta while Boston, Detroit, St. Louis, and Cleveland were fast becoming predominantly black. Thus racial segregation of the nation's central cities has increased, with a greater proportion of non-whites and nonwhite residential neighborhoods than ever in their history.

TABLE IV

PERCENTAGE OF CHANGE BETWEEN 1960 AND 1970 IN TOTAL, WHITE, AND NEGRO POPULATION IN SIXTEEN SELECTED LARGE CENTRAL CITIES

CENTRAL CITY	PERCENT OF CHANGE IN TOTAL POPULATION BETWEEN 1960 and 1970	PERCENT OF CHANGE IN WHITE POPULATION BETWEEN 1960 and 1970	PERCENT OF CHANGE IN NEGRO POPULATION BETWEEN 1960 and 1970
St. Louis	-17.0	-31.6	+18.6
Cleveland	-14.3	-26.5	+14.8
Cincinnati	-10.0	-17.2	+15.0
Detroit	- 9.5	-29.1	+37.0
Boston	- 8.1	-16.5	+65.8
Newark	- 5.6	-36.7	+50.3
Chicago	- 5.2	-18.6	+35.7
Baltimore	- 3.6	-21.4	+29.1
Milwaukee	- 3.3	-10.4	+68.3
San Francisco	- 3.3	-15.4	+29.2
Philadelphia	- 2.7	-12.9	+23.5
Oakland	- 1.6	-21.1	+49.1
Washington, D.C.	- 1.0	-39.4	+30.6
New York	+ 1.1	- 9.3	+53.2
Atlanta	+ 2.0	-20.0	+36.8
Los Angeles	+13.6	+ 5.4	+50.4
ALL CENTRAL CITIES	+ 5.3	- 1.2	+32.6
SUBURBS OF ALL CENTRAL CITIES	+28.2	+27.5	+29.2
ALL UNITED STATES	+13.3	+11.8	+20.1

SOURCE: U.S. Department of Commerce, Bureau of the Census, Census of Population, 1970.

TABLE V

PROPORTION OF NEGROES IN TOTAL POPULATION OF SIXTEEN SELECTED LARGE CENTRAL CITIES IN 1950, 1960, AND 1970

CENTRAL CITY	1950	1960	1970	PERCENTAGE DIFFERENCE BETWEEN 1950 AND 1970
Newark	17.1	34.1	54.2	+37.1
Washington, D.C.	35.0	53.9	71.1	+36.1
Detroit	16.2	28.9	43.7	+27.5
St. Louis	18.0	28.6	40.9	+22.9
Baltimore	23.7	34.7	46.4	+22.7
Oakland	12.4	22.8	34.5	+22.1
Cleveland	16.2	28.6	38.3	+22.1
Chicago	13.6	22.9	32.7	+19.1
Philadelphia	18.2	26.4	33.6	+15.4
Atlanta	36.6	38.3	51.3	+14.7
Cincinnati	15.5	21.6	27.6	+12.1
New York	9.5	14.0	21.2	+11.7
Boston	5.0	9.1	16.3	+11.3
Milwaukee	3.4	8.4	14.7	+11.3
Los Angeles	8.7	13.5	17.9	+ 9.2
San Francisco	5.6	10.0	13.4	+ 7.8
ALL CENTRAL CITIES	12.4	16.4	21.8	+ 9.4
SUBURBS OF ALL CENTRAL CITIES	5.2	4.4	4.9	- .3
ALL UNITED STATES	9.9	10.4	11.3	+ 1.4

SOURCE: U.S. Department of Commerce, Bureau of the Census, Census of Population, 1960; Census of Population, 1970.

The Concentration of Poverty in Central Cities

To some degree, the increase in the black population of central cities is related to the concentration of poverty. In 1960, more than 56 percent of the nation's poor--those below the poverty level as defined by the federal government--lived outside metropolitan areas. By 1969, the poor were almost evenly distributed between metropolitan and nonmetropolitan areas, and in metropolitan areas five of every eight poor persons resided in central cities. As a result of this redistribution of the nation's poor, the percentage of central city residents who are poor--close to 15 percent--is now double the comparable percentage in suburbs. When racial characteristics are considered, the poverty index becomes even more discouraging. In 1969, one out of every ten whites and one out of every four blacks in the nation's cities were subsisting at or below the poverty level.

As this last statistic suggests, urban minorities rarely fare as well economically as do urban whites. This disparity, however, is hardly novel. For years, racial discrimination, not only in cities but throughout the country, has resulted in a considerable gap between black and white living standards and opportunities for socioeconomic advancement. Regrettably, this gap still continues to stifle a significant portion of America's racial minorities in their attempts to improve the quality of their existence.

The Urban Home

The urban home mirrors the composite picture of changing family values in America. The home as a social institution has undergone dramatic changes in the last twenty years in virtually all strata of American life. Terms such as the nuclear family, the single-parent home, the empty-nest syndrome, and others are in common usage. One common factor in any analysis of the urban home is that considerable pressure continues to be placed on parents to assume a more active role in child rearing. The ease of mobility in American life has worked to effectively separate the extended family both geographically and psychologically. In recent years, parents could rely on aunts, uncles, grandparents, and other family members to provide assistance in times of trouble and need, but with the growing separation of family members, this cohesiveness and collaborative structure has steadily changed, causing the members of a growing number of families, in the urban areas especially, to rely more on community social services and friends for assistance.

This depersonalization of family living has had a profound effect on child-rearing practices. Many long-standing family customs no longer apply. New rules and standards are being tested with questionable results. The influences and pressures on children and youth today are at best, strong challenges and at worst, totally devastating to the positive growth and development of urban children. As parents have abandoned the once functional

child-rearing practices of the past, new forces have emerged to take their place, many of them external to the home and family.

Role models for our youth are increasingly found on the rock music concert stage and in the mass media. Drugs and alcohol are used to relieve the growing pressures of urban life. Peer pressure to follow the crowd and conform to the common denominator of the group is frequently the most pervasive behavior modifier in a youth's formative years.

Without question, the urban home is experiencing a significant change in its composition, function, and influence. These changes shall continue to challenge our social and political institutions in the 1980s and '90s. The challenge of public education will be to provide improved systems of student counseling and other social services once provided by significant others in the families of urban-dwelling children and youth.

Family Status

An examination of U.S. Bureau of the Census data related to urban household characteristics indicated that there are significant differences in family size, head of household, and age. For example, wide variations are evident between the number of white female heads of families and black female heads of families. In 1976, census data reported that 33 percent of urban family heads of black families were females, while only 10.8 percent of white families had female heads.

The highly complex combination of factors influencing family structure, such as declining birth rates, the tendency for urban

families to move away from the inner core of our major urban centers, mounting family stress, increasing divorce rates, and a host of other negative forces have created a myriad of problems for the urban schools. Specific examples of these contemporary problems and social issues are detailed in Chapter 6.

Educational Attainment

The level of education (years of school attended) is higher for urban residents (25 years of age or older) than for rural-farm and rural-nonfarm residents of the same age. The national median number of years of school completed is 12.1. Whites consistently are reported as having higher median years of school attendance than blacks or Spanish-heritage persons. Females of all races, with one exception (urban whites), attained higher median levels of schooling than their male counterparts. (See Table VI below).

Recent trends in education indicate that this phenomenon will continue in the years ahead. The mean age of students attending post-high school institutions has continued to increase annually during the past decade. The fact that educational institutions are aggressively seeking to recruit adult learners, especially in urban areas where a majority of these institutions are situated, will in all probability act to facilitate this expansion of adult continuing education in the urban areas.

The Urban Community

The urban communities themselves are experiencing unprecedented social, fiscal, and political change and transformation. While

TABLE VI

Median Years of Schooling by Race, Sex, and Residence

	Total	White	Negro	Spanish Heritage
Total Population				
Male (over 25)	12.1	12.1	9.4	9.9
Females (over 25)	12.1	12.1	10.0	9.4
Total	12.1	12.1	9.8	9.6
Urban				
Males (over 25)	12.2	12.3	10.0	10.2
Females (over 25)	12.1	12.2	10.4	9.5
Total	12.2	12.2	10.2	9.9
Rural Nonfarm				
Males (over 25)	10.9	11.3	7.1	8.3
Females (over 25)	11.5	11.8	8.1	8.4
Total	12.2	11.6	7.7	8.4
Rural Farm				
Males (over 25)	9.9	10.2	6.2	7.5
Females (over 25)	11.5	11.8	7.9	8.4
Total	10.7	11.0	7.2	8.1

*From Table 88. Educational Characteristics by Race for Urban and Rural Residence, 1970. Bureau of the Census, 1970. *Census of Population, General Social and Economic Characteristics United States Summary*, PC(1) - C1.

expansion in population and development is at an all-time high in some urban centers, others, largely in the colder climates of the northeast and midwest, are suffering a loss in both population and material wealth.

Social conditions relative to racial and sexual equality are major issues in the political arena causing politicians to rethink many of their traditional views in such matters as hiring practices, legislative and bureaucratic regulations, and fiscal restraint.

Urban centers, unlike their rural and middle-sized community counterparts, must deal with higher levels of crime, pronounced increases in the incidence of mental health disorders of their citizens, and the negative effects of the apathetic, impersonal lifestyle of its populace. It follows then, that such things as safety, health, personal development, and social mobility will become increasingly more difficult to achieve in today's urban community until major changes are made in the way our urban centers are organized and constituted.

As Hummel and Nogle have observed, the amenities of urban life are not equally accessible to all residents. "The events of the past decade have made Americans more aware of economic disparities in the cities, and of conditions that have aggravated them to the point of crises." (Hummel and Nogle, 1973)

For example, the abandonment of businesses and services; the rush to the suburbs by the white middle class; the rush of minority groups of blacks, Hispanics, Native Americans, and others into the vacuum; the growing decay of the slums; and city blight

as real estate profiteers capitalize on the newcomers' helplessness; the skyrocketing rise in city tax rates; the deficits caused by a declining tax base and the devastating effects of soaring inflation; the pollution of the environment; the rise in drug usage, poverty, and urban crime; the demands placed on city social agencies to assist the unemployed, sick, and poor--all demand dramatic and immediate changes in the way in which cities are structured and operated. Most assuredly, city planners, politicians, and civic leaders must begin to consider major changes if our cities, as we know them, are to survive this avalanche of problems.

The Urban School

Just as the cities themselves have fallen prey to the vicissitudes of urban life in the 1960s and 1970s, so too have the major urban school districts. Schools are, as it were, a microcosm of their urban parents, mirroring the social unrest of the cities which nurture them. In recent years, such conditions as student apathy, teen vandalism, racial unrest, school funding deficits, resistance to changes, teacher militancy, creditability gaps between expected and actual student competencies, and a host of other problems reflect the concurrent problems of the cities themselves. (See Chapter 6.)

Movements are now under way to change the structure, scope, and focus of urban schools, but these kinds of changes are slow to materialize in the often cumbersome, bureaucratic school district

administrative offices.

Hopeful signs are beginning to appear. Magnet schools featuring special-emphasis educational programs and services are being instituted and modified. In some schools, students are being given an opportunity to participate directly in policy-making activities through student legislative assemblies or as voting members of boards of education.

Fiscal and personnel accountability practices are being closely monitored and pared down in the face of tightening school finances.

Some teachers, faced with the unprecedented demands present in today's urban schools, are deciding to leave teaching. While on the surface this may appear to be a negative development, their leaving often opens the door for other professionals who bring new vitality and energy to the classroom.

In short, as an article in U.S. News & World Report observed recently,

> "Signs now are pointing to a comeback of excellence in the classroom in many regions of the country.
>
> Taxpayers and parents are serving notice that they no longer will support incompetence, lax standards, declining student achievement, or poor teacher performance. Americans have made it clear that public grade and high schools must prove quickly that they are worth the nearly 100 billion dollars taxpayers will spend on them this year.
>
> That message exploded across the bow last June in the form of a California voter referendum, Proposition 13, that is causing concern among teachers and administrators across the country. Approval of the referendum to limit property taxes triggered similar proposals in other states.

In addition, dozens of school-bond proposals have been defeated in various communities, hitting educators hard in their most vulnerable spot--the pocketbook. While the dollar squeeze has created hardships in some areas, more and more schools have heeded the warnings and are working to correct their faults. Among the actions:

- Thirty-four states have begun programs requiring competency testing in basic academic skills. Such testing is clearly the biggest mass movement in the field since the "open education" innovations of the 1960s.

- An old practice, "flunking," has been revived across the country, putting an end to "social promotions" that advance students from grade to grade regardless of academic talent.

- A growing number of schools are borrowing techniques from private industry. By establishing proficiency goals, quality control, and constant evaluation of teacher performance, communities are seeing students make noticeable progress.

- High schools from coast to coast are reducing the problem of dropouts by urging restless students to leave school early if they can earn a diploma by passing a proficiency examination.

Some critics say such changes are coming too late to correct the drift away from tough standards. Former Labor Secretary, Willard Wirtz, who headed a panel of experts that spent two years studying the drop in academic achievement, reports that schools have been "off stride for 10 years" and are limping toward critical status.

Dissatisfaction with education trends has spurred much of the anti-tax sentiment among voters. Although approval of Proposition 13 was aimed at reducing property taxes generally, the impact has hit hardest at California schools which obtain 62 percent of their operating funds from property taxes. Officials have

canceled summer school, adult classes, and all "nonessential" courses for the coming school year.

Ordinary taxpayers weren't alone in their concern. More than 25 percent of school personnel in the state voted for the measure. Many educators said they saw numerous examples of waste and ineffectiveness in schools.

Their feelings were exprssed by Bernard Hennessy, a professor at California State University at Hayward, who said: "In 25 years on tax-supported faculties in three states, I've seen everything go in the wrong direction. Up, up have gone costs, staff size, and fancy curriculum. Down, down have gone teaching loads, academic standards, student aptitude and performance." (U.S. News & World Report).

Proposition 13 shock waves have been felt in at least twenty-five other states that are considering tax limits. "Passage of Proposition 13 marks a low point in public appreciation of local-government services in general and education in particular," asserts Efrem Sigel, an educational analyst with Knowledge Industry Publications in New York. In addition, Sigel says, "Approval of similar measures in other states could mean a wave of school closings, teacher lay-offs, and elimination of all educational programs except the narrowly academic."

Another measure of discontent shows up in the rejection of more than half the school-bond issues proposed across the country in the past five years. As a result, within the last two years, school systems in Ohio, Oregon, and Connecticut were shut down

temporarily and then reopened.

The Steady Decline

Educators are the first to admit they had fair warning of voter discontent. Shortcomings of U.S. schools have been chronicled repeatedly in studies documenting the long, steady fall-off in academic achievement. A sampling gleaned from current studies or urban school students reflects a significant drop in student achievement.

. Thirteen percent of all 17-year-olds are "functionally illiterate"--unable to read a newspaper, fill out a job application, or calculate change at the checkout counter.

. Since 1977, the Navy has required many of its recruits to enroll in special courses aimed at raising reading abilities to the sixth-grade level.

. Last fall, about 1,700 students in the 7,100-member freshman class at Ohio State University were required to take remedial English. About 2,000 had to take make-up math.

. In a number of communities, student absenteeism has climbed to a daily average of 25 percent. Some schools are offering free hamburgers, T-shirts, and cash prizes donated by local merchants to lure truants back to class.

. Many explanations have been given for the decline in academic performance. Some educators blame deterioration of family life, culture disadvantage of minority students, too much television viewing, drugs, and pressure from desegregation.

Recently, however, more and more critics are charging that teachers, whose salaries have risen dramatically and whose jobs are highly protected by union contracts, must shoulder much of the blame.

A recent study by the College Entrance Examination Board declares that teachers "are less dedicated, spend less time in and out of classrooms, are more permissive, give few writing or homework assignments, and don't enforce high academic standards." (U.S. News & World Report, September, 1978)

It is apparent that urban schools must begin to test out new systems, programs, methodologies, and services if they are to cope effectively with the myriad of problems they face. One area in need of intensive investigation and improvement is the delivery of guidance and counseling services.

Chapter 6 examines current conditions in this field and details empirical evidence collected directly from the major urban schools. These data clearly document the need for new ideas, creative energies, and a commitment to change in existing delivery systems.

In the area of career development, for example, it is clear that students need a wide range of materials, services, and professional assistance as they explore the career spectrum and prepare for post-high school experiences. But while this need was documented over ten years ago by Campbell and others, little has been done in the majority of America's urban schools to meet this need effectively. In spite of the bleak indicators cited above, our urban schools and their leaders tend to keep a tenacious hold on practices of the past.

CHAPTER 4

GUIDANCE AND COUNSELING IN THE URBAN SCHOOLS: A REVIEW OF PAST PRACTICES

If counselors are to be a meaningful force in improving the education and self-development or urban students, they must recognize and deal with the current and emerging issues that most directly affect urban schools and students. (Menacher, 1977)

If one were to identify an area of focus which has been the primary preoccupation of guidance and counseling services over the past decade, one would, by necessity, have to say that the guidance movement has based its operational standards on the theories and practices of the psychology of counseling therapy. The relatively generous federal funding of school guidance and counseling services in the late 1950s and early 1960s helped to foster and encourage this emphasis on one-to-one counseling. The National Defense Education Act (NDEA) of 1959, as it was originally written, placed a high premium on the counselor's role in identifying gifted students. Congress, in its wisdom at the time, believed that school counselors could effectively identify these students and through careful guidance encourage them to participate in the schools' physical science programs and to continue this training in college. Given the impact of the Russians' successful orbiting of its Sputnik satellite, it is possible to understand how this emphasis on academically gifted students came about. However, in subsequent years, with the shortening of the science/talent gap with Russia, counselors were slow to relinquish this individual

counseling role even in the face of substantial evidence of the growing need of all students for direct, concrete action on the part of counselors.

> The techniques and attitudes of counseling therapy, which have had an inordinate influence on school counselors, have caused a counterproductive role conflict. Urban counselors have rarely had the necessary training or supportive conditions to perform adequate psychotherapy, as it is understood in clinical psychology. Attempts to make counseling therapy the cornerstone of the school guidance program have led to frustration for counselors, and to the dissipation of the valuable human resources they represent. On the other hand, psychotherapeutic theory and the principles of clinical psychology do provide important understandings and theoretical orientations for urban counselors. This information, however, should become the basis for skill at group dynamics and understanding human interaction in a variety of settings. Counselors should use these tools in taking action to directly affect the behavior and environment of students in and out of school. Using their understanding in this way will make them of far greater service to their urban clientele than attempts at counseling away the very real personal and environmental obstacles they face. (Riccio, 1979)

Few would question the success which school guidance and counseling had in identifying and working with the relatively few gifted students of the late '50s and early '60s. Witness the fact that by the dawning of the '70s, America had not only caught up with and passed the Russians in scientific capabilities--especially in its space program--but, it had even placed men on the moon. Whether their giant steps in aerospace technology would have been taken if school counselors had not been on their individual counseling tracks, is not our question or concern here. It is rather, that this over-emphasis on one small segment of the public school student population led to a rather lock-step attitude

by counselors and counselor educators. More attention was paid to the individual often at the expense of the larger collection of students who, then just as now, needed assistance with the personal, social, and life role problems they were experiencing.

Campbell found, for example, in the late 1960s that counselors were still listing individual counseling activities as taking as much as 60 percent of their time, with much of their remaining energies being spent on such duties as clerical work, supervision activities, and preparing reports. (Campbell, 1969) (See Table VII below.)

Literature from the period documents the fact that there were few, if any, structured student group activities organized by the counselors of this era with the exception of the traditional career days, parent and staff conferences, and group testing functions. The focus was pointedly on the individual rather than the group. Additionally, the issues of the day appeared to focus more on the student's institutional pressures, those which were school caused, rather than those which society and the family were imposing on students.

A considerable amount of emphasis was given to students going into college--so much so that it became a major preoccupation of the school counselors of the '60s. This resulted in heavy emphasis on those activities which "fed into" these processes (e.g., student recordkeeping, academic counseling, class scheduling, college entrance testing needs, campus visitations, and the like). Counselors as a group felt more competent and better

TABLE VII

Percentage of Time Spent Performing School

Functions as Estimated by Counselors*

(N=308)

C - 18

Functions	Percent of Time								Median Percent of Time
	0%	1-9%	10-19%	20-29%	30-39%	40-49%	50-59%	60+%	
Teaching	72%	8%*	6%	3%	3%	1%	3%	4%	0%
Counseling	2	3	8	17	16	17	18	19	40
Conferences with parents	6	69	21	4	0	0	0	0	5
Career days	23	67	8	1	1	0	0	0	2
Test administration	7	51	30	9	1	2	0	0	5
Professional conferences with staff	9	64	25	2	0	0	0	0	5
Preparation of reports	10	58	27	3	1	1	0	0	5
Clerical work	20	48	21	8	2	1	0	0	4
Orientation	17	64	13	4	1	0	1	0	3
Supervision	71	22	4	2	1	0	0	0	0
Conferences with potential employers	43	51	6	0	0	0	0	0	1
Assisting dropouts	27	66	6	1	0	0	0	0	2
Other	68	32	0	0	0	0	0	0	0

* Figures in the body of the table show the percentage of counselors giving the respective responses. For example, 8 percent of the counselors indicated that they spend 1-9 percent of their time in teaching.

(Campbell et al., 1969)

prepared to interact with college-bound students. Frequently their own experiences had been in college-based training and related employment opportunities following graduation. Parents, too, were often eager to have their children go on to college. Consequently, there was little to discourage this counseling bias, and, it still remains as one of the major functions of some counselors today.

Some attention was given to career planning and post high school job placement activities, but the evidence shows that these counselor involvements were often keyed to the student's use of "packaged" information such as files of job briefs, lists of prospective employers in the community, and guidance office literature usually on display in the outer office of the counselor's suite. Little emphasis was placed on individual or small-group career counseling activities. (Campbell, 1969).

It is interesting to note that an examination of data pertaining to services which <u>should</u> be provided by the guidance staff as suggested by principals, teachers, parents, and students tended to stress career planning and career exploration related activities. In a list of seven priorities, each of the four groups singled-out "aid in choosing an occupation" as their top priority for counselors, with personal counseling ranked from fourth to seventh. Students chose job placement assistance as their fifth priority, while parents, teachers, and principals ranked it eleventh, tenth, and tenth, respectively. The schools' clientele and some of its staff, appears, had a better perception

of what services they needed from counselors than did the educational leaders of the time. (See Table VIII below.)

Data also tended to substantiate the long-standing concern of vocational educators that a differentiated role existed for the "non-vocational" versus the "vocational" education student. Nearly half of the counselors surveyed in Campbell's study ten years ago stated that guidance services for those students in vocational education programs should differ from service provided to the non-vocational student primarily in terms of the kind of information that should be made available (e.g., increased occupational information for vocational education students). In the 1960s, it appeared that most changes seen as needed in the guidance program were more structural than programmatic. That is, areas in need of change were typically identified as enlargement of staff, better physical facilities, more clerical help, more inservice training for counselors, and the like. (See Table IX below.)

In terms of preparation for their counseling certification, counselors again stressed a need for an even stronger background in developing individual counseling skills. They identified more seminar training and practicum counseling experience as their highest priorities when ways of improving counselor training were suggested. Information pertaining to specific areas of concern such as vocational education programs was ranked second from last on the counselors' list of suggestions. (See Table X below.)

TABLE VIII

Services Which Should Be Provided by the Guidance Staff

as Suggested by Principals, Teachers, Parents and Students

A-15 P-26
T-17 S-28

Services	Respondents				
	Principals (N=324)	Teachers (N=1405)	Students (N=3038)	Parents (N=1409)	Total (N=6176)
Aid in choosing an occupation	95%(1)*	90%(1)*	76%(1)*	81%(1)*	1
Aid in course selection	90 (3)	88 (2)	68 (2)	78 (2)	2
Test administration and interpretation	92 (2)	83 (3)	58 (4)	65 (6.5)	3
Aid in gaining admission to post high school institutions	88 (5.5)	79 (5)	59 (3)	70 (3)	4
Personal adjustment counseling	88 (5.5)	80 (4)	51 (7)	65 (6.5)	5
Orientation of new students	89 (4)	77 (7)	45 (9)	54 (9)	6.5
Study skills counseling	71 (9)	62 (9)	52 (6)	68 (5)	6.5
Achievement evaluation	87 (7)	78 (6)	50 (8)	63 (8)	6.5
Parent conferences	82 (8)	68 (8)	43 (10)	69 (4)	9
Job placement	62 (10)	53 (10)	56 (5)	48 (11)	10
Conferences with potential employers	59 (11)	50 (11)	40 (13.5)	35 (13)	11
Aiding alumni in obtaining employment	45 (12.5)	35 (13)	42 (11)	35 (13)	12
Job adjustment counseling	45 (12.5)	45 (12)	40 (13.5)	35 (13)	13
Handling discipline cases	15 (15)	25 (15)	41 (12)	53 (10)	14
Home visits	39 (14)	33 (14)	10 (15)	19 (15)	15
Follow-up studies of graduates	82	61	**	**	**
Case studies	68	54	**	**	**

* Rank within column.

** This service was not listed on the student and parent questionnaires.

(Campbell et al., 1969)

TABLE IX

CHANGES IN THE GUIDANCE PROGRAM SUGGESTED BY COUNSELORS (N=308), Principlas (N=324), AND TEACHERS (N=1405)

Changes	Respondents		
	Counselors (N=308)	Principals (N=324)	Teachers (N=1405)
Enlargement of staff	60%	72%	53%
Better physical facilities	43	18	14
Increased services	33	46	52
More clerical help	38	15	10
Inservice experience	9	7	4
Employment service	2	8	8
Increased testing	13	11	13
Increased occupational information	20	10	7
Miscellaneous	21	17	18

Counselors = 34
Administrators = 16
Teachers = 19

(Campbell et al., 1969)

TABLE X

WAYS OF IMPROVING COUNSELOR TRAINING
AS SUGGESTED BY COUNSELORS*
(N=220)

Suggestion	Percent of Counselors
More seminar and practicum experience	27%**
Better training in occupational information	26
Miscellaneous suggestions (others)	25
Better course content	22
More counseling experience	21
More training in measurement	14
Internship training	9
Information on specific areas (e.g., vocational programs)	6
Experience in business and industry	5

Counselors = 15

*29 percent of the counselors did not answer this question.
**Shows percent of counselors who did answer this question.

(Campbell et al., 1969)

It appears that the basic problem of guidance and counseling services in the 1950s and 1960s was the almost total absence of broad goals for these programs. Program emphasis tended to be in the direction of individual counseling primarily directed at the college-bound student in terms of academic career and college choice and, when necessary, one-to-one work with crisis cases as they occurred in the schools.

Campbell observed in his study summary that a solution to the problem of over-concentration or specialization of counseling services could be resolved by setting appropriate goals for counselors.

> The root problem seemed to be one of selecting for the guidance program a set of appropriate goals which are attainable within the current and projected resources of the school. In this study, the services and functions expected from the programs characteristically were far more than the guidance staff could be expected to provide with available resources and methods. Not uncommonly, a single counselor was confronted with a considerable range of service needs, including such one-to-one services as individual counseling and conferences with parents, group activities such as testing and group vocational guidance sessions, and many recordkeeping duties. The situation in some schools was made more difficult for the counselor by including among his duties such things as discipline, substitute teaching, and attendance taking, none of which is considered a normal part of a guidance program. In this kind of situation, a counselor must spread his time too thinly across his various responsibilities to succeed at any of them, or he must devote his time to some at the expense of others. The understandable results are that actual programs vary from one counselor to another, even if the formal requirements are the same, that program activities and emphasis in a school vary over time as the counselor adjusts to changes in his overload, and that significant individuals and groups describe guidance needs and functions differently.

> This mismatch between program requirements and resources seems likely to continue if present practices persist. A recent government-appointed committee estimated (Houghton, 1966) that there will be 75,500 persons with master's degrees in counseling and guidance by 1975, but that more than twice that number (159,000) will be needed for a "truly effective" counseling program.
>
> The conclusion seems inescapable: if guidance programs are to be effective in meeting service needs with limited resources, they must be designed systematically and realistically to achieve a set of clearly stated objectives selected from a much larger set of possible objectives. As resources are increased, the set of stated objectives can be expanded as warranted by the resources. Further, methods for achieving the objectives must be designed or selected to accomplish their purpose efficiently; the choice cannot be restricted to methods previously used. This study did not provide an adequate basis for the selection of a set of universally appropriate objectives with a companion set of means for their accomplishment. But the task is feasible for any school, or other operating unit, through the general methods developed for designing and analyzing systems of many kinds. (Campbell, 1969)

Much work has been done by school counselors, counselor educators, and a few counselor administrators in recent years to establish workable guidance and counseling systems (role and function statement) but a considerable amount of effort apparently still needs to be expended in many of the major urban schools of American before truly operational systems for conducting comprehensive guidance programs are a reality. (See Chapter 6 of this study.) As Campbell prophetically observed ten years ago,

> Mobilizing the forces and conditions to bring about desirable change can be a major problem. Over the years, considerable interest has been expressed in the problems of diffusion and adoption of innovation in all fields including education and guidance. Historically, the latter have been lax in implementing needed changes. The research-to-practice lag has been as long as 20-30 years (Foshay, 1966; Guba and Clark, 1967; Rogers, 1962).

> Many feel that the time is ripe for change in both education and guidance, but few studies have attempted to investigate the process of change with the purpose of attempting to facilitate needed change. (Campbell, 1969)

While there are abundant reasons for making marked changes in the guidance practices of the past, the educational issues of ten to fifteen years ago are dwarfed when compared with the growing demands placed on education in general and guidance and counseling services in particular in today's educational milieu. Growing controversies in the areas of student appraisal, school desegregation, group guidance practices, student special needs involvements, the role of para-professional staff, urban youth apathy and alienation, student violence, vandalism, and other factors contribute to demand more of the counselor's time and energy. And, as they do, it becomes increasingly important to implement systematic organizational models for the guidance and counseling services. Certainly, without some systematic cooperative arrangement, school guidance and counseling services could well be characterized as those services for which the most pressure has been applied to see that they are performed. In short, it would appear the counseling practices of the past were largely mandated through special needs legislation (e.g., NDEA, ESEA, ESAA, and others). Substantive change and improvement in urban guidance and counseling will not take place until the guidance and counseling movement recognizes that many of these models of the past do not apply in the educational marketplace of the present and approaching decades of this century. Counselors

and others must continue to plan their programs systematically to cope effectively with the multitude of responsibilities and pressures imposed both by themselves and by others in the years ahead.

CHAPTER 5

AN EXAMINATION OF EXISTING MODELS FOR THE DELIVERY OF CAREER COUNSELING IN THE URBAN SCHOOLS OF AMERICA

Past efforts in systematizing career-focused guidance and counseling services in the urban schools can best be characterized as elaborate and highly complex, requiring considerable planning and careful attention to sequential details outlined in a schematic model. The most widely accepted models have addressed such issues as self, economic, societal, leisure/avocational, and attitude/value understandings.

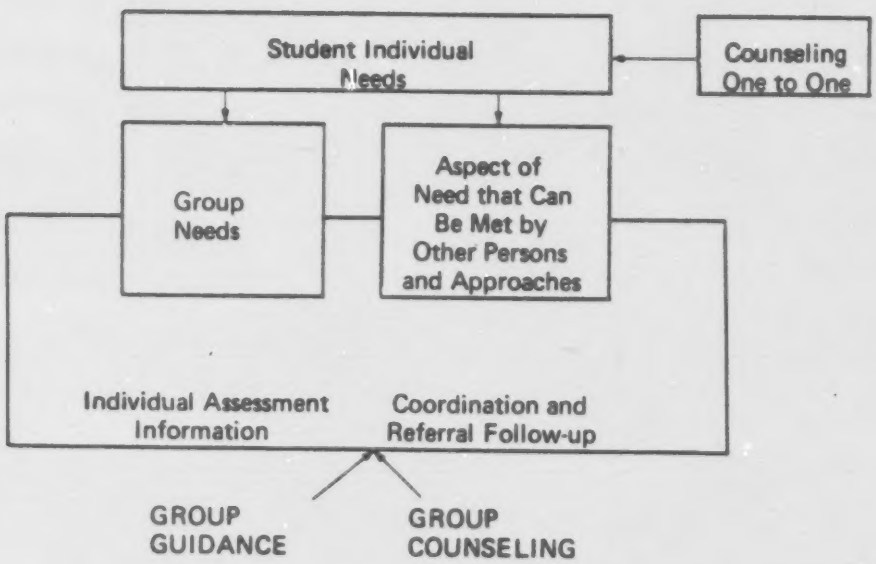
More specifically, most model building efforts have identified major criteria which stand at the core of each component of the model(s). These criteria typically include, according to Drier (1977), such elements as:

- Leadership
- Planning
- Supportive services
- Assessment
- Delivery
- Accountability

The object of such organized activities is to structure common experiences, acquire current guidance and career-oriented resources, prepare staff to plan and deliver the services described in the model, and to formulate some valid system of evaluating the effectiveness of the career guidance program.

Typical models have at their conceptual base the theoretical underpinnings of extensive research findings emanating from the efforts of such scholars as Super, Holland, Roe, and others. The focal point of these models often rests on some determination of the student's individual needs and self-understanding as shown below.

Figure 1


Student Individual Needs
Counseling One to One
Group Needs
Aspect of Need that Can Be Met by Other Persons and Approaches
Individual Assessment Information
Coordination and Referral Follow-up
GROUP GUIDANCE
GROUP COUNSELING

The actual application of the procedure activities advocated in the models is frequently quite complex and involves considerable time and commitment by already over-burdened urban school staff. Regrettably, experience has shown that it is difficult if not impossible for counselors and other school specialists to put these models into proper operational order to accomplish the objectives for which they were prepared. The practical day-to-day exigencies of the urban school setting tend to direct

practitioners toward the pragmatic and away from the more theoretical pursuits which assume that all conditions necessary to make the model work are accessible to school-based personnel.

One good example of this condition is the highly diverse patterns followed by our urban schools in appraising the basic aptitudes and interests of their prospective vocational education student-clientele. Chapter 6 presents comprehensive empirical evidence describing the highly divergent career appraisal programs in current use in 70 percent of our nation's largest urban school systems. The evidence clearly documents the fact that valid, comprehensive programs of appraisal of students' vocational aptitudes and interests range from no structured program at all to exemplary efforts which could and should serve as guideposts for other urban schools. Sadly, a majority of our urban school leaders reported fewer structured appraisal activities and what there were based on "as needed" conditions rather than the utiliziation of an on-going comprehensive career appraisal program. The usual reasons given were "not enough time," "a shortage of funds for staff and/or materials," and "a lack of confidence in the predictive validity of existing appraisal instruments." (Campbell, Robert E., 1971)

Similarly, school leaders have voiced concerns about the practicality of implementing elaborate career counseling, placement, follow-up, and follow-through models. How, they ask, can counselors, school administrators, and others find the time to launch complicated career-based counseling programs at a time in

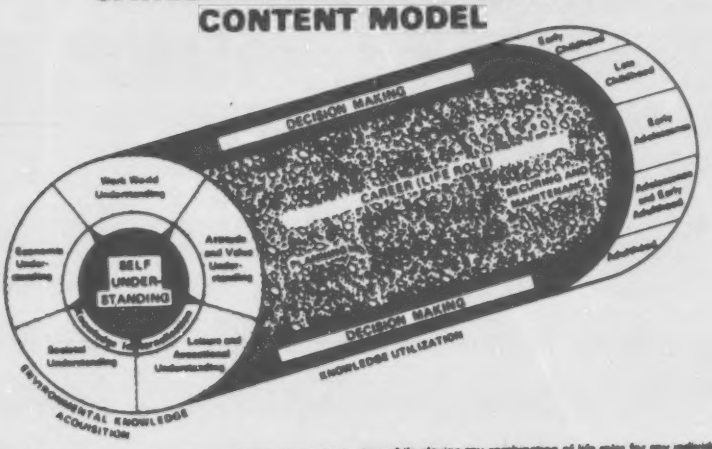
public school history when there are new demands placed upon their time and energies almost daily by both in-school conditions and outside influences? Respondents c[illegible] increased legislative demands for reporting minute details of certain special school program outcomes as one of the recent clerical functions added to their schedules.

It should be stressed here that the criticisms noted above are not directed toward the effectiveness or potential successes possible through the use of existing career guidance models, but rather at the tendency for them to be quite complicated in structure. This causes practicing school personnel to experience significant hindrances when attempting to use these models, largely because school personnel lack the time and resources to use them appropriately.

An examination of the model shown in Figure 2 illustrates this point. While its component make-up can be defended as a developmentally sound approach to clarifying a student's self-understandings about economics, job market opportunities, personal attitudes and values, societal values, and their leisure and avocational life, etc., successful delivery and application in the school setting hinges on the joining together of a decision-making process followed from early childhood through adulthood. This process, while easily defensible on theoretical and "student needs" grounds, cannot effectively pass the more realistic test of daily practices and time constraints which exist in our urban schools today.

Figure 2

CAREER GUIDANCE PROGRAM CONTENT MODEL



Career The totality of experiences accumulated at any point in time while playing any combination of life roles for any individual (work, leisure, family, community, recreational, educational and religious).

Similarly, it was found that other excellent career guidance and counseling models (shown in Appendix C) encounter similar problems in their potential for implementation in the actual school setting.

Current conditions in our urban schools relative to the direct in-school application of career guidance and counseling delivery systems may be described by citing a baseball analogy. Some school systems have a wealth of gear (resource materials) but are short of pitching (delivery system capabilities). Others have excellent scouting systems (understanding their needs and the strategies needed to do the job), but lack the coordination to ensure success on the field (in day-to-day practice).

The existence of career guidance models and delivery systems is indeed encouraging when one considers their potential for

success, but barriers in our urban schools must be significantly reduced or modified to permit adequate nurturance and support of these models. Otherwise, the continuing dilemma of what could be and what actually is being done in delivering systematic career guidance and counseling programs in our urban schools will in effect broaden rather than narrow the theory/practice gap.

As Drier has observed, "The future holds promise for more increased systematic and developmental planning than ever before." Figure 3 represents the critical features of planning that will be necessary to assure that local career guidance programs are, in fact, designed, developed, tested, and delivered to meet specific career development needs of the people they are to serve.

Figure 3

CAREER GUIDANCE PROGRAM PROCESS MODEL

Additional schematic outlines of career guidance and counseling models are displayed in Appendix C of this investigation for the reader's further examination and study.

An Action-Based Aggregation Model For Career Guidance and Counseling

Urban school leaders show a continuing reluctance to recognize the need for a total commitment of resources and staff energies in implementing innovative programs of career guidance and counseling. This suggests that an alternative approach involving modifications in existing career guidance models must be considered. The school counselor is the logical person to give this new thrust the leadership it requires.

School counselors have traditionally been in the lead in matters related to educational change, but it is ironic that guidance has been judged as guilty as any other school specialty in failing to adapt to the changing needs of urban students. Guidance is the one component of the urban school that has uniquely urban origins, and the citizens of cities might have expected more of it. Its failure has taken the usual form. After it had struggled for and finally achieved a degree of status and recognition within the educational superstructure, success and security bred rigid adherence to outmoded concepts as well as an unwillingness to change comfortable relationships and assumptions.

The financial resources of city schools are limited for all purposes, including guidance. Therefore, guidance specialists are finding it increasingly important that they use their time and abilities to maximum advantage, and enlist other available human resources--such as teachers, parents, and community people--in support of guidance services. This can best be accomplished

by the time-tested formula used in almost every area of private sector enterprise: developing support from other potentially influential interest groups that have been either lying dormant or operating in conflicting directions.

In the case of career guidance, this means enlisting the support of parents, students, teachers, other professionals, the urban political structure, and the community at large to exert sufficient pressure on educational power structures to make them more receptive and adaptive to change. The combined force of these interest groups, has already proven effect in prompting urban administrators and school boards to innovate, experiment, and support change in other areas of education.

James Coleman's report on Equality of Educational Opportunity (1966), for example, has given powerful support to acknowledging the importance of the out-of-school environment on school performance. The lesson should not be lost on urban counselors where the future of career guidance services is concerned. The Coleman report, while presented nearly thirteen years ago, is still relevant today. It demanded that counselors help students cope with the home and community forces that impinge on school success. This requires counselors to be as active within the community as within the school. Counselors cannot be desk-bound or even school-bound. Their activity in the homes and community of their clients is as important to the success of students as anything they can do within the school. (Coleman, 1966)

The Action-Based Aggregation Career Guidance and Counseling Model, presented as a part of the Urban Schools of America Series,

has as its base the utilization of community forces, resources, and influences in the larger context of the home and community as well as those traditional support systems operating within the schools themselves. It is, in short, a model which seeks assistance and support from all sections of the community. The model is different from others in that it is based on the concept of aggregation rather than the theory-into-practice conceptual base. (See Chapter 7.)

Clearly, at a time in our national experience when group concensus and collaboration appear to be among our most under-utilized resources, as suggested by Goldberg (1979), it becomes a matter of highest urgency to use those educational strategies which are both practical and achievable in terms of their capacity to cause positive change to occur in our schools. It is hoped that the Aggregation Model will do just that--merge the practical with the achievable, for certainly much progress still remains to be made in tapping the abundant human energies of Americas' urban centers.

CHAPTER 6

CURRENT STATE OF CAREER GUIDANCE AND COUNSELING SERVICES IN THE URBAN SCHOOLS OF AMERICA

Introduction

The public school systems of most American cities are in deep trouble and have been for more than two decades. One need but peruse the literature of the 60s and 70s to gain some perspective on the problems which were, in part, discussed in Chapter 3. Certainly, America's urban schools have suffered from a growing lack of public confidence, a steady, pervasive erosion of financial support, growing teacher militancy, lingering problems in providing adequate school services to the poor, increasing dissatisfaction among the middle class with the traditionalism and rigidity of urban schools when compared with the performance of rural and suburban schools. Recent events have sparked a growing discontent among the white/ethnic members of the "blue-collar" working class. In short, urban schools have become society's sounding board of discontent and protest.

Menacher (1973) in his incisive examination of the urban setting astutely observes that schools cannot be held solely responsible for this failure, but they must accept criticism for having done relatively little to prevent it.

Within the context of organizational confusion, conservative school leadership, growing community discontent, student failure

and underachievement, what role can school guidance and counseling services hope to perform? The literature speaks clearly to a number of imperatives which school guidance must begin to consider if truly significant, positive changes are to occur. Some scholars and guidance leaders hold that what is needed is a new, interactionist approach to guidance which increasingly encourages and seeks assistance from individuals and institutions outside the school to "open up" the school system to new ideas and supportive services for students, staff, and the community at large.

Possibly Alloway and Cordasco (1970) said it best when they issued a call for coping with the vicious circle of what they term "the three Es"--education, employment, and environment. They have held that: "All three (of these factors) are inextricably bound together as inhibitions to the progress of disadvantaged urban populations." According to Alloway and Cordasco, the vicious circle can best be broken by focusing first on education. They contend that, "Until educational deficiencies are relieved, the problems of inadequate employment and unwholesome environment will continue to defy solution."

By the same token, urban educational problems cannot be solved without including employment and environment in the general scope of the problem.* This must be a basic tenet of urban guidance. "There will be little real value in city guidance and counseling activities that exclude the realities of home and community life, the postsecondary school opportunities and progress of students, and an objective view of the effects of school programs and policies on their clients." (Alloway and Cordasco, 1970).

*Underlinings mine

Urban Guidance and Counseling - 1979

Career counseling service is probably the single most significant point of attack of educators working to minimize the continuing disparities in the three arenas of education, employment, and environment. Thus, a number of important questions must be answered before any substantive changes can be made in urban guidance and counseling services. They are as follows:

- What common barriers exist, if any, to block the delivery of effective career guidance services?
- What are the major problems and issues confrcnting the urban community, school administrators, teachers, counselors, and students?
- Are adequate funds being made available to urban guidance and counseling programs to carry out their planned programs?
- Are there sufficient numbers of counselors being staffed in our urban schools to assure a workable student-counselor ratio?
- What changes in counselor role and function are seen as important in strengthening existing guidance and counseling programs? What duties should be added? What duties should be dropped?
- Do unique problems exist in our urban schools which should be shared with other school districts for possible pilot testing?
- Are counselors effectively designing systematic programs

of student evaluation and career counseling for prospective vocational education students?

- Does the present state of the art of urban career guidance and counseling as described in this investigation suggest certain courses of action for future expansion, growth, and refinement in the total career guidance and counseling process?
- Would the establishment of national priorities and coordinated urban school efforts in planning for positive changes in urban career guidance and counseling services make a significant difference in the manner in which these services will be delivered in the future?

These and other questions have arisen quite naturally from an analysis of the data collected in The National Assessment of Urban Career Counseling Services conducted during the academic year of 1978-79.

The National Survey

Understanding that current data relative to the general state of the art of large-city guidance and counseling services had not been systematically collected for a number of years, the writer met with a group of concerned counselor educators, and public school administrators, to formally organize a task force for studying urban school career counseling.

The task force held as its primary mission the construction of a comprehensive survey instrument, the National Survey of Large-City Career Counseling Services. Research questions

posed in the survey were carefully designed to ascertain what school-based leaders in our major urban schools view as important issues and to determine if there are major hindrances to counselors in their day-to-day work.

The survey was carefully examined and modified prior to its transmittal to the schools. Every effort was made to eliminate unnecessary questions.

All phases of the survey's construction, validation, and transmittal were performed by the task force which was completely external and independent of all programs and projects conducted by the National Center for Research in Vocational Education at The Ohio State University and The National Advanced Study Center. The National Center and Advanced Study Center should in no way be considered to have participated or assisted with any phase of the survey's preparation, transmittal, or data analysis phases. Permission to utilize the data collected in the survey was obtained from the task force for national dissemination with no restrictions placed on its use.

Data obtained from the survey were made available to this investigator for analysis and inclusion in this work.

The Subjects

Subjects selected for participation in this investigation were limited to administrators of school guidance and counseling services in urban school districts of 20,000 students or more. A current list of urban school districts by location and size was obtained from The National Center for Education Statistics located in Washington, D.C., Marie D. Eldridge, Administrator.

Utilizing this list, the investigator identified 108 urban public school districts which were found to have student populations of 20,000 or more. They are shown in geographical order in Table XI.

The reader will note that the total number of potential subjects in the data base of this investigation approaches eleven million students. A letter of transmittal describing the purpose of the survey and requesting assistance in completing it was forwarded to the superintendents of each school district identified in Table I. An additional letter was forwarded to each person responsible for the city-wife operation of the school district's guidance and counseling services. Copies of these letters of transmittal are displayed in Exhibit C of the Appendix.

The Survey

The content of the survey included questions relating to general school district demographic data, staff, student, community, and counselor opinion, program development in the school

district, the organizational structure of the schools, funding sources, student evaluation programs, and other related survey information. (See Exhibit A in the Appendix where a complete copy of the survey is displayed.)

Survey Response

A 62 percent response was received from the 108 school districts solicited, providing a sufficiently large response to assure a representative national sampling. School districts responding to the survey are shown below in Table XII.

The sample includes a broad, cross sampling of urban school districts both in terms of relative size (i.e., small 0001-25,000 students; medium 25,001-70,000; and large 70,001-100,000+); and geographic regions of the country (i.e., Northeast, Southeast, North Central, South Central, Northwest, and Southwest).

Table XII shows the distribution of responding districts by size and geographic region of the nation. Figure 4 shows the six geographic regions graphically.

Treatment of Data

The survey data collected in the investigation were codified and transferred to I.B.M. computer cards in preparation for data analysis through the use of the ANDAL-10 computer at The Ohio State University. The data were analyzed utilizing the distributive statistics program as expressed by Nie, commonly referred to as S.P.S.S. (Nie, 1975).

Respondents

The urban school districts responding to the survey are identified in Table XIII below. Their composite student populations total 5,191,103, or approximately 50 percent of the potential student population data base possible from the 108 school districts solicited for participation in the study.

TABLE XI

LARGE CITY SCHOOLS SOLICITED IN NATIONAL NEEDS ASSESSMENT

(20,000 Students and Larger)

STATE/CITY	STUDENT ENROLLMENT K-12
Alabama	
Birmingham	50,000
Huntsville	31,000
Mobile	75,000
Montgomery	38,000
Arizona	
Phoenix	34,000
Tuscon	58,000
California	
Concord	40,000
Fremont	30,000
Fresno	57,525
Garden Grove	47,000
Long Beach	58,232
Los Angeles	722,000
Orange County	1,345,581
Oakland	60,000
Sacramento	50,000
San Bernadino	32,000
San Diego	123,000
San Francisco	68,000
San Jose	38,000
San Pablo	35,000
Torrance	34,000
Colorado	
Colorado Springs	34,500
Denver	73,000
District of Columbia	
Washington, D.C.	126,476

TABLE XI (continued)

STATE/CITY	STUDENT ENROLLMENT K-12
Florida	
Clearwater	102,000
Fort Lauderdale	140,000
Jacksonville	125,000
Miami (Dade County)	240,000
Orlando	84,000
Tampa	115,000
West Palm Beach	72,000
Georgia	
Atlanta	62,000
Columbus	35,000
Macon	30,000
Savannah-Chatham	33,800
Hawaii	
Honolulu	172,649
Illinois	
Chicago	558,825
Rockford	40,000
Indiana	
Evansville	30,000
Fort Wayne	36,500
Indianapolis	78,321
South Bend	30,000
Iowa	
Des Moines	38,983
Kansas	
Kansas City	30,000
Wichita	49,000
Kentucky	
Lexington	34,000
Louisville	113,000

100

TABLE XI (continued)

STATE/CITY	STUDENT ENROLLMENT K-12
Louisiana	
Baton Rouge	68,040
New Orleans	94,088
Shreveport	52,000
Maryland	
Baltimore	152,404
Massachusetts	
Boston	100,000
Michigan	
Detroit	236,000
Flint	38,000
Grand Rapids	56,669
Lansing	31,552
Livonia	33,000
Minnesota	
Minneapolis	47,542
St. Paul	42,104
Mississippi	
Jackson	32,062
Missouri	
Kansas City	50,000
St. Louis	78,852
Nebraska	
Omaha	51,947
Nevada	
Las Vegas	81,000
New Jersey	
Jersey City	40,265
Newark	75,000

TABLE XI (continued)

STATE/CITY	STUDENT ENROLLMENT K-12
New Mexico	
Albuquerque	86,000
New York	
Buffalo	54,611
New York City	1,100,000
Rochester	40,368
North Carolina	
Charlotte	80,000
Raleigh	56,000
Winston-Salem	44,500
Ohio	
Akron	47,000
Cincinnati	61,450
Cleveland	145,554
Columbus	85,000
Dayton	50,000
Toledo	56,000
Oklahoma	
Oklahoma City	50,000
Tulsa	58,656
Oregon	
Portland	51,000
Pennsylvania	
Philadelphia	255,000
Pittsburgh	60,000
South Carolina	
Columbia	34,000
Tennessee	
Knoxville	30,000
Memphis	119,862
Nashville	76,100

TABLE XI (continued)

STATE/CITY	STUDENT ENROLLMENT K-12
Tennessee	
Knoxville	30,000
Memphis	119,862
Nashville	76,100
Texas	
Austin	55,000
Corpus Christi	50,500
Dallas	139,500
El Paso	62,200
Fort Worth	71,217
Houston	210,025
Lubbock	35,000
Pasadena	37,000
San Antonio	71,000
Virginia	
Fairfax	136,000
Newport News	31,000
Norfolk	43,937
Richmond	35,464
Virginia Beach	55,600
Washington	
Seattle	58,139
Spokane	32,000
Tacoma	35,000
Wisconsin	
Madison	30,000
Milwaukee	101,934
Racine	30,000
TOTAL Student Population in Survey Schools	10,822,537

TABLE XII

SIZE AND GEOGRAPHIC LOCATION OF
PARTICIPATING SCHOOL DISTRICTS

TOTAL NUMBER OF SCHOOL DISTRICTS	SMALL (00,001-25,000) NUMBER	MEDIUM (25,001-70,000) NUMBER	LARGE (70,001-100,000+) NUMBER
68	5	42	21
100%	7.4%	61.8%	30.8%

REGION OF COUNTRY REPRESENTED IN SAMPLE

TOTAL NUMBER OF SCHOOL DISTRICTS	REGION OF COUNTRY						
	N.E.	S.E.	N.C.	S.C.	N.W.	S.W.	TOTALS
68	10	10	20	10	4	14	68
% of Total	14.5	14.5	29.5	14.5	6.0	21.0	100

TABLE XIII

SCHOOL DISTRICTS PARTICIPATING IN THE NATIONAL SURVEY

NAME	STUDENT POPULATION
1. Abilene, Texas	18,104
2. Akron, Ohio	42,345
3. Albuquerque, New Mexico	86,000
4. Baltimore, Maryland	145,589
5. Birmingham, Alabama	47,000
6. Boston, Massachusetts	67,934
7. Buffalo, New York	50,518
8. Charlotte, North Carolina	77,609
9. Chicago, Illinois	487,000
10. Chattanooga, Tennessee	30,233
11. Cincinnati, Ohio	58,834
12. Clark County, Nevada	86,000
13. Columbus, Ohio	83,409
14. Corpus Christi, Texas	37,840
15. Dayton, Ohio	36,646
16. Denver, Colorado	68,174
17. Detroit, Michigan	220,000
18. Flint, Michigan	35, 974
19. Fort Worth, Texas	68,210
20. Fresno, California	54,319

TABLE XIII (continued)

NAME	STUDENT POPULATION
21. Garden Grove, California	42,000
22. Hawaii	171,000
23. Huntsville, Alabama	34,421
24. Indianapolis, Indiana	73,655
25. Jersey City, New Jersey	35,000
26. Knoxville, Tennessee	28,726
27. Lexington, Kentucky	32,647
28. Livonia, Michigan	26,000
29. Louisville, Kentucky	103,226
30. Madison, Wisconsin	26,545
31. Memphis, Tennessee	113,293
32. Miami (Dade County), Florida	230,000
33. Milwaukee, Wisconsin	96,587
34. Mobile, Alabama	66,000
35. Montgomery, Alabama	35,000
36. Nashville, Tennessee	73,831
37. Newark, New Jersey	65,500
38. New Bedford, Massachusetts	15,900
39. Newport News, Virginia	29,000
40. Omaha, Nebraska	50,000
41. Pasadena, Texas	37,000
42. Philadelphia, Pennsylvania	255,000
43. Phoenix, Arizona	26,816
44. Pinellas County, Florida	89,000

TABLE XIII (continued)

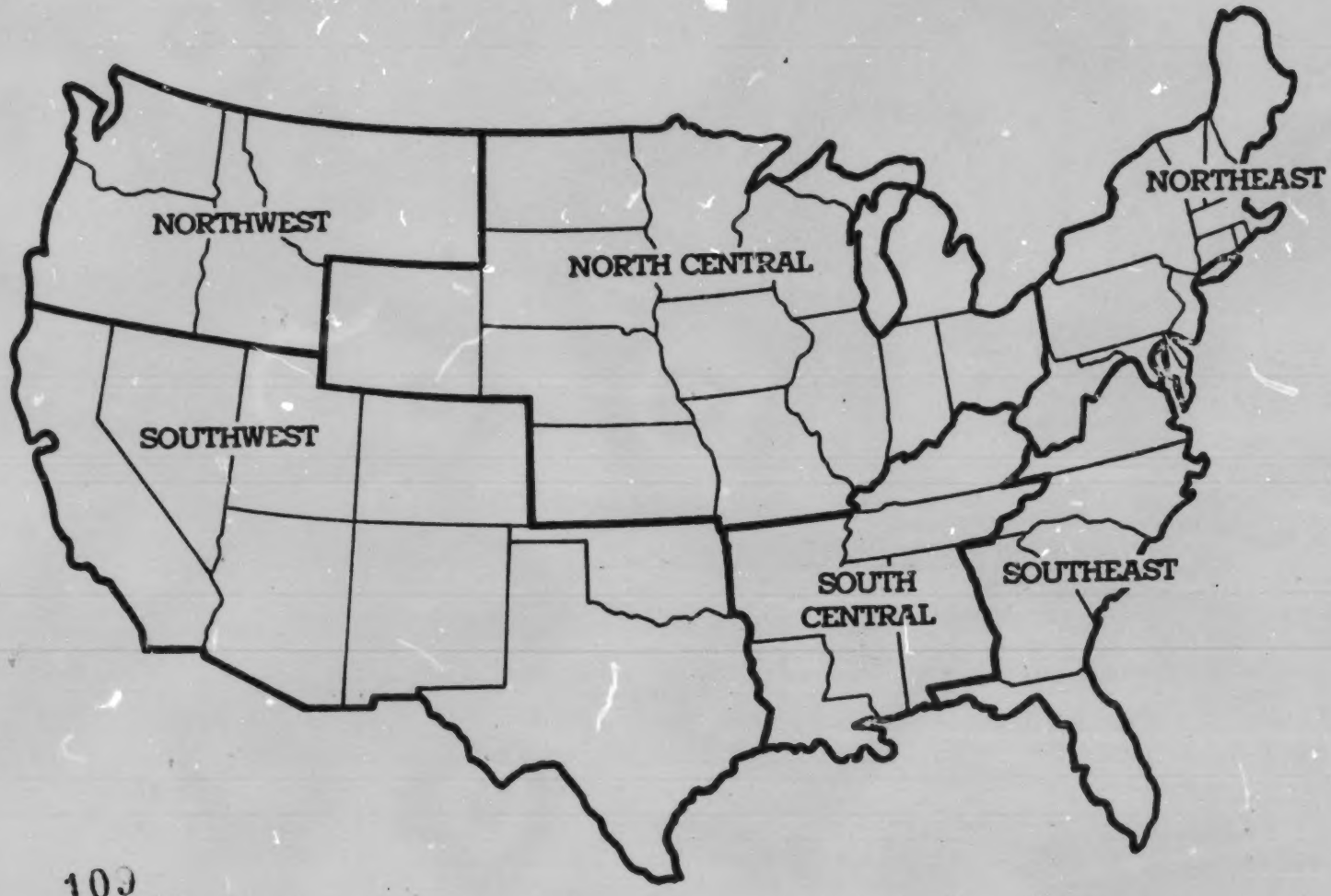
NAME	STUDENT POPULATION
45. Pittsburgh, Pennsylvania	52,000
46. Racine, Wisconsin	25,102
47. Richmond, Virginia	33,180
48. Rochester, New York	37,173
49. Salt Lake City, Utah	24,783
50. San Francisco, California	59,304
51. South Bend, Indiana	29,000
52. Spokane, Washington	29,104
53. Springfield, Massachusetts	26,775
54. Tacoma, Washington	29,379
55. Tampa (Hillsborough County), Florida	110,779
56. Toledo, Ohio	48,700
57. Tulsa, Oklahoma	55,486
58. Virginia Beach, Virginia	55,339
59. Wichita, Kansas	45,000
60. Winston Salem, North Carolina	44,000
61. Worchester, Massachusetts	25,000
62. Youngstown, Ohio	17,877
63. Austin, Texas	58,500
64. Fairfax County, Virginia	132,000
65. Los Angeles, California	547,830

TABLE XIII (continued)

NAME	STUDENT POPULATION
66. Norfolk, Virginia	41,303
67. Sacramento, California	39,500
68. San Antonio, Texas	66,104
TOTAL Student Enrollment of Large City Schools Reporting to National Survey	5,191,103

FIGURE 4

CLASSIFICATION OF STATES INTO SIX GEOGRAPHIC REGIONS



Literature from urban education gives insight into needs resulting from the urban context in which large city career guidance and counseling education programs operate. In its final report, the Task Force on Urban Education identified many problems common to urban education (Riles, 1970). The financial crisis of urban schools was viewed as the number one problem. The report documented several factors from which urban financial problems stem, such as:

1. financial deterioration due to population migration and loss of business and industry;
2. higher cost of urban education because of higher service costs in cities and more costly special educational needs of the high proportion of poor, blacks, handicapped, and immigrant students in cities;
3. inequitable state aid formulas which do not offset the disparities between central city, suburban, and rural educational costs and spending;
4. dwindling public confidence in education which is accelerated by disruptive activities such as busing, teacher strikes, and school violence;
5. minimal effectiveness of federal aid to urban areas due to low levels of aid, uncertainty about levels and availability of funds, inequitable distribution of funds, cumbersome administrative procedures, and lack of national resource allocation priorities based on needs.

The Task Force on Urban Education also investigated other general problems within the urban educational system. The following are some of the more critical problems expressed in the report:

1. shortages of textbooks and supplies;

2. overcrowded facilities;

3. outdated, poorly maintained facilities;

4. teacher shortages in some important content areas (e.g., industrial arts, special education, mathematics);

5. large class sizes;

6. lack of fully accredited teachers;

7. teachers who are unsuccessful in relating to and inspiring their students to learn;

8. teacher drop-out;

9. low student competence in basic academic skills;

10. high student drop-out rates;

11. student hostility toward the educational system which is expressed through vandalism, violence, and absenteeism;

12. teachers who are personally and economically dissatisfied with their jobs.

In a review and synthesis of many urban education studies and papers, Hummel and Nagle (1973) expanded the lists of critical urban education problems to include:

1. student use of narcotics;

2. lack of relevance of school curriculum to the lives or urban youth;

3. lack of employment opportunities for inner-city graduates;

4. the enormous size of urban school systems, which intensifies depersonalization and bureaucracy;

5. racial and socioeconomic segregation.

And now, six years later, it is imperative that we examine these problems against the backdrop of current data

submitted by actual practitioners of urban education. What follows is an analysis of issues, problems, and barriers which have been identified as major obstacles in the delivery of career guidance and counseling services in the urban schools.

Barriers to Guidance and Counseling

Respondents have singled out twenty-five conditions which they believe have become barriers in carrying out effective programs of urban school guidance and counseling. Each of these barriers is listed in rank order based on the frequency with which each was identified by the sixty-eight school district administrators.

One can observe from the data cited above that some of the problems of our urban schools have persisted over the past six years while others, formerly deemed to be significant, were not identified by this research. Outdated school facilities, for example, remain as a major urban school guidance and counseling barrier as has the shortage of instructional materials and supplies. High school drop-out rates also persist as a significant barrier to both the delivery of guidance and counseling services and the effective conduct of school programs. School relevance, as expressed by an apparent increase in both student and parent apathy toward education, continues to be singled out as an

effect of the urban school's inability to challenge many students' intellectual and vocational interests, while employment and job placement opportunities for youth promise to become an even more perplexing issue in the years ahead.

In sum, major barriers to school guidance can be broadly classified as being associated with three continuing conditions: (1) school financial shortages; (2) the lack of or insufficiency of ways of organizing curriculum, staff, and school services; and (3) the influence of government regulations and funding in the operation of urban school districts.

Tables XIV - XXII contain additional data collected in the national survey relative to other urgent issues or problems which exist in the urban schools. They are issues and problems which respondents to the survey identified as most urgent in their respective school districts. The following is a list of the issues and problems they identified:

- the school system
- the choice of student evaluation devices
- urban youth
- urban teachers
- urban school administrators
- urban community
- urban school counseling duties (what should be added and what should be dropped)

The long-standing problem of funding shortages led the list of barriers to the delivery of guidance and counseling services in the urban schools, the absence of properly organized programs of guidance and counseling ranked third, and administrative interference in the operation of services ranked a distant fourth.

Staff shortages were also cited, as they were over a decade ago in a national survey conducted by Campbell, et al, (1969). This study suggested that guidance and counseling services in urban America still require greater numbers of counselors or, put another way, smaller student-counselor ratios. A significant number of respondents held that counselors must have additional time and smaller groups of students before they can begin to improve services to students, staff, and parents.

Ranked fifth among the top twenty-five guidance barriers was the need for improvement in student follow-up and job placement endeavors. Over one in five of the respondents identified this deficiency as an area requiring considerable improvement and modification.

The lack of staff communication skills was identified as a significant problem. Many respondents observed that an interchange of ideas, criticism, and discussion of mutual problems could markedly improve the performance of urban school staff. They also held that counselors could and should assist in improving this condition by taking a more active part in the school communication process. This, it was held, could best be done by organizing and conducting communication skills workshops and inservice

programs for fellow staff members. (See "Improving School Communications," The Urban Schools of America Series, Barnes, 1979.)

Governmental restrictions and regulations such as those required by federal and state government agencies as a condition to qualify for funding or to avoid some form of sanction have become imposing barriers to the counselor in the judgment of some of the respondents.

Other barriers cited included student turn-over, nonguidance duties assigned to counselors, the shortage of jobs available to youth, increasing community apathy toward the work of the schools, and the lack of extended time allowances for counselors to continue their work during some part of the summer months.

Certainly, the twenty-five barriers identified by the survey, taken as a whole, do indeed represent a most imposing obstacle to the efficient functioning of urban guidance and counseling programs.

The reader may wish to examine each of the barriers in detail as shown in Table XIV below.

TABLE XIV

BARRIERS TO GUIDANCE AND COUNSELING
AS PERCEIVED BY COUNSELOR ADMINISTRATORS

RANK*	BARRIER	ASSIGNED VALUE+
1.	Lack of funds. This shortage was considered a factor in terms of its impact on the condition of facilities, resource materials, and the staffing of adequate numbers of counselors.	66
2.	Lack of organized guidance programs. There is an immediate need to provide more systematic programs and operational delineation of the counselor's role and function in the school system.	26
3.	Administrative interference. More latitude was seen as needed to permit counselors to organize and operate their programs without undue administrative interference.	23
4.	Need for additional staff. Counselor-student ratios have continued to grow and supportive staff (clerical, para-professionals) decreased in recent years.	21
5.	Improve student follow-up and placement services. Many schools lack a systematic program of student follow-up and placement. More leadership and direction was seen as needed.	17
6.	Better communications/inservice. Poor interchange of information and continuing problems of staff morale require immediate attention and imaginative programs with counselors giving leadership to them.	17
7.	Poor teacher/counselor coordination. A tendency to compartmentalize staff functions has worked to create growing isolation of staff and school counselors.	14

*1 = highest rank.

117

+Rounded to nearest whole number.

TABLE XIV (continued)

RANK*	BARRIER	ASSIGNED VALUE+
8.	Governmental restrictions. Legislative action involving education often leads to additional paperwork for counselors, thus taking more and more time away from student-related activities.	10
9.	Low staff morale. Stress, poor communications, student behavior, fiscal problems, school closings, staff reductions, and the like are having a significant negative impact on staff morale.	9
10.	Turn-over of students in school. Increasing student mobility both out of the system and within it continues to disrupt the continuity of school programs and the learning process.	9
11.	Noncounseling duties for counselors. A wide range of nonguidance duties continue to be assigned to counselors, resulting in reduced time spent in working with students.	9
12.	Lack of employment opportunities for youth. Jobs continue to be scarce for youth, causing some students to drop out of school or become increasingly disenchanted with their school and community.	7
13.	Low level of community involvement. The absence of a total community participation in the work of the schools has caused many problems to go unresolved or to further polarize the community.	7
14.	Lack of extended time beyond school year for counselors. Counselors believe that their work could be greatly improved if they were granted additional time during the summer months to plan, counsel with certain students, and meet with parents.	7

TABLE XIV (continued)

RANK*	BARRIER	ASSIGNED VALUE+
15.	Lack of sufficient governmental funding for school guidance and counseling services. Only a few states assist in the funding of guidance services in the public schools. It is held that this absence of governmental funding places guidance in a secondary position, especially during periods of fiscal shortages.	5
16.	Contract limitations. Job satisfaction of staff is significantly affected by the limiting nature of some employment arrangements such as the lack of certain fringe benefits.	5
17.	Shortage of some vocational education programs. There is an expressed need for an expansion in high student demand areas for more course offerings in vocational education, such as auto mechanics.	5
18.	High student/counselor ratios. The student/counselor load has increased significantly over the past six years in many urban schools, making it more difficult for students to have one-to-one access to their counselors.	3
19.	Pending litigation. School desegregation court cases and other forms of action taken against the schools have required additional staff, larger expenditures of money and school leadership time in recent years.	3
20.	Staff cutbacks. Increasingly, urban teachers and other staff are being cut in the face of taxpayer revolt and soaring inflation.	3
21.	Poor student evaluation. A number of urban school leaders reported dissatisfaction with student evaluation systems, or that no formal systematic way of evaluating students for program placement exists in their schools.	3

TABLE XIV (continued)

RANK*	BARRIER	ASSIGNED VALUE+
22.	Poor student school attendance. Student absenteeism and class cutting were cited as being on the increase in a significant number of urban schools.	2
23.	Inferior school facilities. Older school facilities are often repaired and/or remodeled when the need for new facilities is clearly indicated.	2
24.	Negative attitudes by students, staff, and community toward vocational education. The attitude that vocational education is only for a certain segment of the school population continues to exist.	2
25.	Poorly trained counselors coming out of college programs. It was reported by some that recently trained counselors often lack the necessary skills to provide comprehensive services to urban youth.	2

School System Problems/Issues

In examining the survey data relative to those problems and issues facing each school system, once again the lack of sufficient operating funds was ranked first--far ahead of all others. Interestingly, of the remaining problems ranking in the top ten, eight of them are "people" problems--that is, concerns about certain kinds of behavior, the lack of knowledge, or the effects of certain events that influence the actions of people associated with the school system. Staff development programs were cited frequently as being in need of expansion and improvement. Teachers, administrators, and counselors must begin to sharpen their personal, social, and professional skills through formal programs of inservice training.

Declining student enrollment, the upgrading of administrative leadership skills, and the need for improved school facilities were also listed as being among the top five school system problems in many of America's urban schools.

Other school system issues and problems identified by respondents included low staff morale, student deficiencies in basic skills, frequent student discipline problems and absences, the assigning of nonguidance duties to counselors, and continuing problems involving social integration of both students and staff.

Regrettably, the issues and problems reported in the survey tend to validate the data cited earlier concerning the present state of America's urban schools. While one can trace the origin

of the twenty-five conditions listed to a number of sources, there are no simplistic conclusions to be reached about the causes of any of them. It is possible to say that some grow out of the lack of school funding. Others have resulted from action taken by state or federal governmental bodies, and still others can be partially attributed to the manner in which school programs and policies have been organized and conducted. (See Table XV for a complete listing of school system issues/concerns.)

TABLE XV

SCHOOL SYSTEM ISSUES/CONCERNS

RANK*	PROBLEM	ASSIGNED VALUE+
1.	School funding deficits	84
2.	Expansion of staff development programs	34
3.	Declining enrollment	27
4.	Improvement of administrative leadership	23
5.	Improving school facilities	17
6.	Low staff morale	16
7.	Lack of basic skills by students (3Rs)	16
8.	Poor student discipline and attendance	14
9.	Assigning nonguidance duties to counselors	13
10.	Integration of students and faculty (racial)	13
11.	Need to decentralize administrative control	13
12.	Governmental control of schools	13
13.	Staff reductions/turn-over/incompetence	11
14.	Need for competency testing program for students	9
15.	Need for improved school programs	8
16.	Court-ordered desegregation	8
17.	Need for additional staff (teaching)	8
18.	Student/parent apathy toward school	8
19.	Lack of established role and function for school counselors	6

*1 = highest rank
+ Rounded to nearest whole number

TABLE XV (continued)

RANK*	PROBLEM	ASSIGNED VALUE+
20.	Need for lower student/counselor ratios	6
21.	Shortage or nonexistence of elementary guidance and counseling programs	3
22.	Increase in the incidence of students' dropping out of school	3
23.	Poorly organized work-study and job placement programs	3
24.	Inadequate systems for the identification of learning problems	3
25.	Need for an increase in the numbers and kind of bilingual education programs offered	3

Evaluative Instruments Used by Urban School Counselors

Urban schools, surprisingly, use a wide variety of standardized tests to measure student interests and aptitudes for vocational education placement. This is true in terms of both the number and kinds of tests used. The top five instruments identified as used most frequently were as follows:

1. The Kuder Preference Record
2. The General Aptitude Test Battery (GATB)
3. The Differential Aptitude Test (DAT)
4. The Strong Vocational Interest Blank (SVIB)
5. Armed Services Vocational Aptitude Battery (ASVAB)

Holland's Self-Directed Search was ranked next with approximately one in five school districts listing it as being used in their vocational education placement programs.

Significantly, a similar number of respondents reported that their school district developed their own "local" tests for vocational education and career education placement.

Other tests ranked in the top ten responses were

- Job-O
- California Occupational Preference Record
- Harrington/O'Shea

Other instruments reported in the survey are shown below in Table XVI.

TABLE XVI

EVALUATION INSTRUMENTS USED IN ASSESSING STUDENT PLACEMENT IN URBAN SCHOOL VOCATIONAL EDUCATION PROGRAMS

RANK*	EVALUATIVE INSTRUMENT	ASSIGNED VALUE+
1.	Armed Services Vocational Aptitude Battery (ASVAB)	28
2.	Holland's Self-Directed Search	23
3.	Locally developed tests	23
4.	Job-O	21
5.	California Occupational Preference Record	19
6.	Harrington/O'Shea	6
7.	NCS - IDEAS	6
8.	Career Maturity Index (Crites)	10
9.	Major/Minor Finder	4
10.	PIES	4
11.	SRA - STEA (Science Research Associates)	4

OTHERS (not ranked)

MIQ

NATB

Planning Career Goals

Work Evaluation Centers (Singer)

CAPS

Boy Scout Survey (Boy Scouts of America)

Hall's Occupational Inventory

National Educational Development Test (NEDT)

Career Placement Inventory

*1 = highest rank
+Rounded to nearest whole number

Urban Youth Issues/Problems

Again, the data collected in the survey tended to substantiate information found in the literature of the urban schools; that is, there is an alarming growth in the rate of student apathy toward school. There are problems of student discipline and even evidence of violence against both students and staff. School truancy figures continue to climb and the data additionally point to an increase in the number of problems occurring in the urban home.

Urban students also appear to be experiencing problems in gaining peer acceptance and in understanding who they are and what they want to do with their lives. At the same time, it was reported that conflict exists between the races in an urban environment which has many conflicting values and standards to be sorted out by confused adolescents. Add to this the problem posed by school programming and the steady decline in urban guidance and counseling services in recent years, and it is possible to gain a better understanding of some of the forces which are working to make schooling increasingly difficult for our urban children and youth.

Possibly the most alarming trend in the entire picture of student life in the urban setting is the pervasive movement toward apathy and non-involvement with problems on the part of some students, teachers, and parents. One may speculate about

other major issues or problems being directly related to the lack of sufficient dedication and commitment to improving urban education by the people who are most directly involved in it. These data would suggest that an "I don't care anymore" attitude pervades the system.

A complete listing of the surveyed issues and problems facing urban youth may be examined in Table XVII.

TABLE XVII

MAJOR PROBLEMS OF URBAN YOUTH

RANK*	PROBLEM	ASSIGNED VALUE+
1.	Student apathy	39
2.	Student discipline/violence	25
3.	Poor school attendance	22
4.	Child/parent relationships	17
5.	Peer acceptance/pressure	14
6.	Identity problems	11
7.	Racial relations	11
8.	Conflicting social standards expected of youth	6
9.	Lack of relevant curriculum	6
10.	Shortage of guidance and counseling services and resources	6
11.	Poor decision-making skills by students	6
12.	Vandalism	6
13.	Lack of parental concern	6

OTHERS (not ranked)

Child abuse at home

Runaways

Lack of respect for authority by students

Insufficient career information

Insufficient job skills training

Teenage suicide

Overcrowded schools

*1 = highest rank

+Rounded to nearest whole number

TABLE XVII (continued)

RANK*	PROBLEM	ASSIGNED VALUE+
	Student stress	
	Teacher apathy	
	Shortage of jobs for students	

Major Problems/Issues of Urban Teachers

Predictably, the survey data tended to identify often-reported teacher concerns in the top ten survey rankings. Teachers continue to be concerned about problems of student discipline and violence, student apathy toward the schools, poor organization of school programs, growing apathy by parents and the community in general toward the schools, and, of course, insufficient salary to permit teachers to keep pace with spiraling inflation.

It is interesting to note that of the top five problems identified in the survey, each was a problem imposed by external conditions (e.g., by students, administrators, or parents) rather than a personal shortcoming of the teacher.

Low teacher morale, student attendance, problems of administrative support, large teaching loads, and a shortage of instructional materials were ranked sixth through tenth in the top ten problem areas of urban teachers.

Twenty-two additional problem areas have been identified in Table XVIII. They also show that urban teachers believe they are under growing personal and social pressure to right the wrongs of education. What they are saying here is perhaps that the problems they face on a day-to-day basis make total commitment to education virtually impossible.

TABLE XVIII

MAJOR PROBLEMS OF URBAN TEACHERS

RANK*	PROBLEM	ASSIGNED VALUE+
1.	Student discipline	66
2.	Student apathy	55
3.	Poor organization of school programs	45
4.	Lack of parental/community support	34
5.	Insufficient salary	34
6.	Low teacher morale	29
7.	Student attendance	26
8.	Support of staff by school administration	26
9.	Large teaching loads	24
10.	Shortage of instructional resources	24
11.	Nonteaching duties	21
12.	Lack of basic skills by students	21
13.	Lack of school supportive services	16
14.	School financial crises	16
15.	Dehumanization created by size of schools	13

OTHERS (not ranked)

Busing

Declining enrollment

Governmental requirements

Low socioeconomic home background

*1 = highest ranking

+Rounded to nearest whole number

TABLE XVIII (continued)

RANK*	PROBLEM	ASSIGNED VALUE+
	Outside interference in schools (intruders)	
	Special education mainstreaming activities	
	School closings	
	Student competency testing	
	Staff reductions	
	Staff desegregation (racial)	
	Little chance of advancement in job	
	Inferior school facilities	
	Lack of teachers' control over profession	
	School desegregation	
	Problems with older teachers	
	Changing cultural values	
	School violence	

Urban School Administrator Issues/Problems

School administrators also ranked school financial problems as their most pressing problem, followed by teacher militancy (e.g., unionism, strikes, salary negotiations), student apathy, student attendance, and declining school enrollment. Clearly the urban school administrator is under considerable pressure from an over-taxed community, disinterested or absent students, both outspoken and apathetic parents, teachers who take an adversary position in their dealings with school principals, and governmental restrictions and regulations which regularly create mounds of paperwork for the increasingly frustrated urban school administrator. Added to these are such problems as staff reduction, the need for curriculum reform, low staff morale, perceived inadequate student evaluation, white flight, and school desegregation issues. It is little wonder that we have begun to see increasing numbers of school administrators obtaining early disability retirements from the profession or seeking other employment in smaller suburban or rural school districts. (Ohio's Schools, 1977) For a complete listing of administrator issues and problems, see Table XIX.

TABLE XIX

MAJOR PROBLEMS OF URBAN SCHOOL ADMINISTRATORS

RANK*	PROBLEM	ASSIGNED VALUE+
1.	Budget restrictions	68
2.	Negotiations/unionism/strikes	25
3.	Student apathy	24
4.	Student attendance problems	22
5.	Declining school enrollment	22
6.	Government mandated programs	20
7.	Discipline problems	20
8.	Apathy of staff	18
9.	Apathy of parents	17
10.	Staff reductions/unemployment	17
11.	Schools' need to be reorganized	14
12.	Lack of imaginative programs to increase student interest	14
13.	Low staff morale	12
14.	Inadequate student evaluation	10

OTHERS (not ranked)

White flight

School desegregation

Tax rebellion

Inner-city deterioration

*1 = highest rank

+Rounded to nearest whole number

TABLE XIX (continued)

RANK*	PROBLEM	ASSIGNED VALUE+
	Teacher absenteeism	
	Changing student personal/social values	
	Excessive administrative paperwork	
	Increasing school dropouts	
	Low test scores	
	Promotion policies for administrators	
	Busing	
	Disruptive students	
	Inflation (rising costs)	
	Teen vandalism (school and community)	
	Time management/school communications	
	Shortage of administrative staff	
	Increased demand from some parents	

Major Urban Community Issues/Problems

Issues and problems of the urban community itself tended to center around finance, school communications, staff morale, inflation, and lack of confidence in school and community leaders. Of all the groups surveyed, this group identified the greatest range of problems, forty-five in all.

Eight problems were identified with more frequency than any of the others. They were incongruent with those problems identified by teachers and school administrators. The community voiced concern over rising property taxes, school safety (student violence), the unemployability of youth and their job placement after graduation, poor information-sharing with the public, and growth in the number of school closings (i.e., buildings within a given school system).

Truly, the range of issues and problems mirrors the social and political plight of our urban centers in general and our urban schools in particular. (See Table XX.)

TABLE XX

MAJOR PROBLEMS OF THE URBAN COMMUNITY

RANK*	PROBLEM	ASSIGNED VALUE+
1.	Lack of money/tax revolt	36
2.	Property tax	25
3.	School safety (violence, vandalism)	20
4.	Student unemployment and job placement after graduation	18
5.	Differences between governmental units	16
6.	Poor public relations by schools	14
7.	School closings	14
8.	Growth in welfare recipients	11
9.	Students not learning basic skills	9
10.	Lack of community involvement in the work of the schools	9
11.	Transportation/pollution problems in big cities	9
12.	Loss of industry	7
13.	Shortage of recreational facilities and programs for youth	7
14.	White flight from cities	7
15.	Inner-city problems (urban blight, etc.)	7
16.	Lack of discipline in schools	7

OTHERS (not ranked)

Busing

Teacher attitudes and expectations

*1 = highest rank

+Rounded to nearest whole number

TABLE XX (continued)

RANK*	PROBLEM	ASSIGNED VALUE+
	Racial tension and student unrest	
	Drop-out rate	
	Declining enrollment	
	Redistricting	
	Facilities for the elderly	
	Urban rehabilitation	
	Lack of student employment opportunities in urban areas	
	Need for bilingual education	
	Inflation of real estate values in the cities	
	Racial discrimination	
	Increasing crime rate	
	Limited curricular offerings in schools	
	Poor teacher and school administrator performance	
	Inflation	
	Property appraisal	
	Student rights vs. parent control	
	Negative influences of political advocacy groups	
	Disappointment with elected officials	
	Loss of revenue (federal/state)	
	Energy crisis	
	Loss of tax base (local)	
	Over-population (community)	
	Community resources (insufficient)	
	Adult and community education (need for)	

TABLE XX (continued)

RANK*	PROBLEM	ASSIGNED VALUE+
	Drugs, alcoholism (abuse)	
	State and federal regulations imposed on schools	
	Overburdened services (police, fire, social services)	

Modification of School Counselors' Duties

In surveying major urban school guidance and counseling administrators, the following question was asked, "What do you believe should be added to or dropped from the school counselor's duties?"

An analysis of the responses proved to be most interesting. In terms of those duties which were seen as important counselor-role additions, respondents tended to recommend duties which are group activity related. For example, it was held that such activities as group guidance and counseling, career guidance periods in the classroom, the organization of pupil personnel teams, and staff development and human relations should be given added emphasis and leadership by the counseling staff. An increase in coordinating work with staff and parents also ranked in the top ten priorities of urban school guidance and counseling administrators.

Those duties which were seen as in need of being dropped from the counselors' regular assignments included clerical/ administrative functions, student class scheduling, recordkeeping, hall monitoring, and the administration of discipline. In short, those duties of a clerical, judgmental, or administrative nature were deemed to be damaging to the guidance program.

It is clear that the assigning of these duties to counselors does indeed reduce significantly the time counselors may spend working with students in guidance and counseling pursuits. The

assigning of counselors to "nonguidance" duties has been a common practice in many of our urban schools in the past; and recent events could very well lead to an escalation in this practice if school financial problems, facility closings, staff reductions, etc., continue at their present rates in the urban centers.

School planners, including guidance administrators and the school counselors themselves, will be hard-pressed in the future to present valid evidence of the effectiveness of their programs of guidance and counseling. Emphasis may very possibly be placed on program evaluation, evidence of student success following counseling, and other such "measurable" services. Systematic program organization will be valued and even demanded over the simple oral descriptions of program effectiveness of the past.

In short, guidance and counseling services in the urban schools will, in all probability, be carefully evaluated and scrutinized and forced to prove that they are indeed worth maintaining and/or expanding in a tightened school economy. See Tables XXI and XXII for a complete listing of guidance and counseling role modifications.)

TABLE XXI

MODIFICATION OF COUNSELOR ROLE (ADDITIONS)

RANK*	ADD/STRENGHEN DUTIES	ASSIGNED VALUE+
1.	Group guidance and counseling	56
2.	Career guidance	30
3.	Individual counseling (special needs)	30
4.	More direct contact with staff	23
5.	More involvement with parents	23
6.	Direct control of role and function in school	18
7.	Involvement in curriculum change	11
8.	Pupil personnel teams	11
9.	Staff development and human relations activities	11
10.	Specialized services in career education	11

OTHERS (not ranked)

More direct contact with students

Extended time beyond school year

More involvement with community

More involvement with community agencies

Specialized services in decision making

Specialized services in teenage parenting

Specialized services in survival skills

Attendance duties/problems

Testing and test interpretation

*1 = highest rank
+Rounded to nearest whole number

TABLE XXI (continued)

RANK*	ADD/STRENGTHEN DUTIES	ASSIGNED VALUE+
	More service to "normal students"	
	More emphasis on disciplinary cases	
	More contact with vocational teachers	
	More interaction with business and industry	
	Improve counselor/student ratio	
	Peer counseling leadership role	
	Drop-out counseling/exit counseling	
	Additional support staff	
	Use of computers	
	College-school interaction	
	Screen counselors before hiring (improve practice of)	
	Evaluation of guidance program (formal)	
	Placement and follow-up services	
	Professional development	
	Improvement of counselor education	
	Increase supportive services (e.g., psychological)	
	Research activities	

TABLE XXII

MODIFICATION OF COUNSELOR ROLE (DROP)

RANK*	DROP DUTIES	ASSIGNED VALUE+
1.	Clerical/administrative duties	76
2.	Student class scheduling	37
3.	Recordkeeping	34
4.	Hall monitoring	20
5.	Administering discipline	12
6.	Substituting for teachers when absent	12
7.	Lunchroom monitoring	8
8.	Processing transfer students	8
9.	Handling special "adjustment" cases	8
10.	Quasi-administrative responsibilities	5

OTHERS (not ranked)

Control by building principal

Collecting student fees

Test administration

Witnessing punishment

Emphasis on college counseling

Emphasis on personal adjustment counseling

Health duties

Adherence to regular school day schedule

Redefine role and function of counselors

Attendance hearings

*1 = highest rank

+Rounded to nearest whole number

145

Summary of Problems and Issues

It is interesting that the data collected in this survey relative to the major problems of public schools compare most favorably with studies performed by the National Center for Education Statistics over the past ten years. (See Appendix D.)

The general public continues to voice considerable concern over a perceived lack of discipline in the urban school. Problems of school integration, segregation, and busing prevail. Lack of financial support and declining teacher competence are epidemic. Congruency between the studies was also observed in the identification of such problems as poor curriculum, the use of drugs, parent and student apathy, lack of proper facilities, the growth of crime and violence in the schools, and the inappropriateness of school board policies.

Similarly, teachers and public school administrators listed many of the same problems and issues in their responses to the National Center's survey.

Without question, public school educators, students, and parents will continue to labor under the pressures of discontent, apathy, and a general public which knows what it doesn't like about education but rarely can reach concensus on what it does like or want. The need for increased public participation in educational decision making and planning is critical if these divergent criticisms are ever to be directed into positive school policy changes and other substantive actions. These

actions, above all, must be responsive to this growing public concern and take into consideration the quality of programs and direction in which urban education will travel in the decade of the '80s.

The State of the Art of Career Guidance and Counseling

Career Counseling Support Systems

It was apparent from the data collected in the survey that there are some major concerns which need careful examination in our urban career guidance and counseling centers, while some conditions reflect positive growth and hope for the future.

The data reported below were collected during the winter of 1979 and are statistically representative of the more than one hundred major urban schools identified earlier in Chapter 2. This is reflected in the relatively even spread of geographical regions and size of school districts responding to the survey as reported earlier, also in Chapter 2.

Questions were posed in the survey to ascertain the strength of existing career support systems in the urban schools. It was determined that five essential elements should be present in any school counseling program at the support level. There should be adequate staff, both professional and clerical; ample budget to carry out the guidance and counseling program goals; functional facilities which would permit a wide range of guidance and counseling activities with both individuals and groups of students; and finally, each school should have an

explicity stated role and function for its school counseling staff to follow in delivering services to youth.

Counseling staff strength. In terms of the adequacy of professional staff, it was reported that 58.8 percent of the schools did have adequate numbers of school counselors; however, a significant number--41.2 percent or twenty-eight of the surveyed schools--responded that their level of staffing was marginal to inadequate. Extrapolating these data to the largest population of urban schools, one must say that a condition of understaffing in four of ten urban schools is clearly a condition which places nearly five million students in school settings which have marginal to insufficient numbers of professionally trained school counselors.

Clerical staff strength. An equally disturbing finding related to staffing levels for school counseling showed that three out of four urban school counseling programs had marginal to inadequate clerical support personnel. Seventy-five percent of the respondents said that their schools had less than adequate assistance in this vital support area. One may speculate on the extent to which this shortage of personnel impinges on the counselor's time and energy, remembering that "excessive paperwork" was listed as a major problem by a significant number of counselors.

Guidance and community budgets. In like manner, the survey data indicated that over half of the respondents reported only marginal to inadequate budgets for operating their school

guidance and counseling programs (54.4 percent), leading one to conclude that a sizable majority of urban students have little or no access to current career and guidance related literature, computer-assisted guidance information, and other such resource information. Similarly, school counselors in growing numbers are finding it increasingly difficult to participate in regional and national professional growth conferences due to the shortage of program funds which in previous years had been allocated for such experience.

Guidance facilities. A majority of the respondents reported that the guidance and counseling facilities in their schools were adequate (52.9 percent), while nearly two in five characterized their facilities as marginal (35.3 percent), and nearly one in ten held them to be inadequate (7.4 percent). Clearly, just as in the examination of staff and budget, the condition of physical surroundings and the quality of space available for counselor use was at a most unacceptable level of simply marginal or inadequate in over two out of every five urban schools. This investigation finds these data most disturbing, since the absence of these elemental services, operating funds, and facilities can post substantial barriers to even the most gifted and ingenious of counselors.

Counselor role and function. Finally, in the examination of career counseling support systems, it was found that the existence of explicit counselor role and function guidelines was more the rule than the exception in urban school counseling

programs. Counselor administrators, in 56 percent of the responding schools, indicated that adequate written statements of counselor role and function were in effect in their schools and of these, 80 percent had the approval and support of the school districts' top leadership. This, however, also means that a significant number of urban counselors are operating their programs under written policies which are considered to be either marginally effective or totally inadequate. Again, as with the other elements of the counselor support system, a regrettably high level of marginality and/or inadequacy exists in terms of the existence of written policy for counselor involvement and level of responsibility in the school.

Another highly significant finding related to counselor role and function was the answer to the question, "If your schools have a written role and function statement for counselors which has been approved by the superintendent, do you find it to be effective?"

Nearly 30 percent (29.4 percent) of the respondents reported that even those statements having top administrative approval were marginal to inadequate. This condition is indeed most alarming. It suggests that fewer than 40 percent of all urban school guidance and counseling programs have approved, systematic programs for directing the delivery of services to our youth. This absence of operational program goals and of individually functional guidance and counseling roles may indeed partially explain why there is a tendency for counselors to be thrust

into many "nonguidance" activities. This also may, in part, explain the rapid expansion of counselor activity to a host of peripheral administrative and recordkeeping duties in recent years.

Summary

Certainly, the data reported in the five support system areas above describe serious barriers to a significant number of urban school guidance and counseling programs. It should be apparent that any school program or service which lacks sufficient supportive services, materials, and facilities will, by necessity, demonstrate this lack of support through a resultant delivery of marginal to inadequate services to our youth and others.

Vocational Education Program Placement and Related Career Counseling Information in the Urban Schools

Vocational Education Participation

Student participation in vocational education programs in urban school settings has shown marked increase over the past five years. Survey data indicated that student involvement in vocational education programming in the responding school districts ranged from 250 students in the smallest school district to over 85,000 in the largest one. The mean level of participation for the sixty schools responding to the survey was 10,924 students. The breakdown of male-female program participation, without regard to types of vocational program, showed that male and female participation was evenly distributed with 51.04 percent

male participation and 48.96 female enrollment levels in urban vocational education.

Evaluation Procedures

In terms of the extent to which formal evaluation programs have been established to measure student interest, aptitude, and other related indicators for use in vocational education program placement, it is evident that this most important involvement is in need of closer scrutiny and study. Of sixty reporting school districts, over half (52.9 percent) responded that no formal, systematic evaluation process has been established for acquiring quantitative information about student interests, aptitudes, and the like. In fact, less than four school districts in ten reported the existence of any kind of formal evaluative process (35.3 percent). This leads one to conclude that a considerable amount of student placement in vocational education programs is being done without the benefit of this valuable, data-based source.

Career Counseling Supplies

Another good index of a career counseling program's relative potential for assisting students is the degree to which career guidance and counseling resources are available to school counselors. In responding to the statement regarding the resources and materials which are presently available to school counselors for use in the career guidance and counseling programs in their school system, the following responses were given:

- Plentiful and regularly updated (33.8 percent)
- Adequate but in need of updating (41.2 percent)
- The total responsibility of each school (10.3 percent)
- Inadequate (13.2 percent)

Once again, the data points to another condition within the career counseling process which undoubtedly reflects a lack of sufficient support and leads to serious weaknesses in the day-to-day effectiveness of school guidance and counseling practices in this case, the sharing and interpretation of current career and job placement information with students. Nearly 65 percent of the respondents maintained that the availability of career resources in the urban schools is somewhat less than adequate. Clearly, this condition, as others noted earlier, is closely related to growing shortages of operating monies in the urban schools, but one must also question whether this condition will be corrected once funding crises are no longer a problem. The question becomes, "Have urban school administrators given appropriate attention and support to career guidance and counseling programs in the past?" And, "Do present fiscal problems, in and of themselves, sufficiently explain the apparent low levels of guidance and counseling program support from the top which now exists in many of our secondary schools?"

Guidance Software Supplies

A condition which ranks even lower than career resource support in our schools was further detailed in the data pertaining

to other school guidance and counseling program needs. It was determined that the presence of sufficient quantities of software supplies were judged to be inadequate in six out of ten surveyed schools (61.8 percent); while more durable and non-expendable hardware supplies, such as typewriters, telephones, tape recorders, etc., were held to be in adequate to optimal supply (96.3 percent).

Obviously, counselors are saying that their most pressing concern in terms of equipment needs is for current resource materials which can be updated on a regular basis, such as career films, job briefs, government publications, testing devices, and the like.

Counselor Support Systems

To what extent is guidance and counseling supported in urban schools in terms of supportive measures taken by the schools' leadership? Data pertaining to counselor inservice training, counseling staff strength, and other such factors are examined below.

It is evident, based on the responses of the counselor administrators, that a majority of the urban school counselors represented in the survey have access to well-planned and regular inservice education opportunities (63.2 percent), but a significant number--three in ten--meet only "when the need exists" or not at all (32.3 percent). It is evident that for some urban school counselors, few opportunities

are present to meet regularly for purposes of professional growth. One may speculate that in these cases, there may be a school-wide policy which prohibits participation in meetings during the school day or that counselors have such a large number of nonguidance duties that their presence in the school building at all times is required. Whatever the facts may be, there is most assuredly a case to be made for extending more opportunities to counselors for personal and professional growth experiences in those school systems so affected.

Counselor-Student Ratios

Regarding levels of full-time counselor staffing, the data reveal that counselor-student ratios in most urban school districts responding to the survey were at or near a four-hundred to one ratio (400:1) with the mean ratio for all sixty-eight districts falling at three-hundred seventy-eight to one (378:1). While less than half of the schools reported that some state aid was available for guidance and counseling services (45.6 percent), only three in ten school districts indicated that a specific student/counselor ratio was mandated by their state government (32.4 percent). It is also interesting to note that of those school systems where a particular ratio is mandated by the state, over 90 percent of those schools reported they were in compliance with the state regulation (91.2 percent). An important observation to be made here is the fact that a relatively large number of schools are not compelled to meet a given state standard in

staffing school guidance and counseling staff (e.g., 54.4 percent of the responding school systems). They are, in point of fact, on their own to decide the numbers of school counselors they wish to staff in each of their schools.

In short, the data reveal that while school staffing levels appear to be within accepted ratios as reported in the survey, state financial support for this critical school service is not available to over four in ten of the school systems responding to the survey (42.6 percent). Shortages of career guidance and counseling software supplies present a formidable barrier to the successful delivery of this service, and an alarmingly high number of counselors do not have the opportunity to participate in a regularly scheduled program of professional development experiences.

Counselor Extended Service

One promising trend which has apparently come about because of increased demand for counseling services is the trend toward extended counselor services. Over half of the surveyed school systems have made allowances for such extended counselor service, usually during the summer months (55.9 percent). Extended service is typically scheduled to provide counselors the opportunity for program planning and evaluation activities as well as time to work with certain students in the less demanding atmosphere of the summer school program.

Another encouraging trend is in the area of counselor

specialization in servicing the vocational education needs of students. Nearly half of the surveyed schools provide specially trained "vocational counselors" for students in their districts (48.4 percent). School staffing levels range from two vocational counselors in a relatively small school district to sixty-one vocational counselors in the largest district responding to the survey.

School System Data

A number of key questions were posed in the survey to identify certain school district demographic and organizational data in order to obtain a clearer understanding of certain conditions in our urban schools. These questions include the following concerns:

- Vocational education program organization
- Racial characteristics
- Administrative decision makers
- Teachers with counseling certification
- Job placement programs
- Evaluation instruments used city-wide
- Graduate follow-up activities
- Student drop-out rates
- Major student problems

A summary of the data obtained from this examination is detailed below.

Vocational Education Program Organization

The general organization and programming of vocational education programs in the urban schools are predominantly decentralized; that is, programs have been established in each of the senior high schools of the school districts (86.6 percent) rather than being housed in a few centralized vocational centers. The emphasis still remains on establishing certain common programs in all schools with other "specialized" courses in selected schools. There is, however, a discernable trend in some states, such as Ohio, toward the concept of regional skill centers which contain a wide range of vocational education training experiences. Some cities have located these centers in geographical sectors which facilitate student access to them. Highly imaginative arrangements have been made to provide transportation, system-wide course scheduling, student selection formats, and other logistical matters. But the fact still remains that nearly nine out of ten school systems surveyed still prefer the decentralized organizational approach to programming urban vocational education offerings.

Racial Characteristics

The racial composition of the sixty-eight schools responding to the survey expressed in composite mean figures for each category was as follows:

White - 57.55 percent

Black - 29.38 percent

Hispanic - 9.19 percent

Oriental - 1.58 percent

Native American - .59 percent

Other - 1.67 percent

These demographic figures closely correspond to national averages for each racial group and further document the representative nature of the survey sample.

Administrative Decision Makers

The number of top level administrative decision makers, the superintendent and his immediate advisors, varied from one school district to another depending upon the student population levels for a given school district. The number of top school officials ranged from two in the smallest school system in the sample to twenty-three in the largest. The mean number of officials for the entire sample was eight. These data have general significance since they tend to confirm that the locus of leadership authority in major school systems tends to remain central with only the number of officials involved in the decision-making process varying on the basis of system size. There were no examples of a building-level administrator being included in the list of top-level administrators in any of the responding school districts.

Teachers with Guidance and Counseling Credentials

There is a growing trend for teachers to return to college for graduate training in school guidance and counseling. After having done so, they frequently experience difficulty in finding

a counseling position in an urban school. Survey data indicated that a considerable number of teachers have qualified and received state certification. The number of teacher/counselor personnel ranged from one to 401 in the survey sample. Clearly, a growing number of teachers have completed school counselor training and presently constitute a rather impressive "counseling pool," as it were, in many of our urban schools. While this training hopefully has assisted the affected teachers in their classroom experiences with student behavior problems, understanding the uses of tests, and other related guidance and counseling skills, the recent expansion of this number of "noncounseling" counselors is most probably attributable to the previously discussed urban problems of declining enrollment, school closings, and a tightening school budget.

Job Placement Programs

Fewer than four in ten school systems reported the existence of a centralized job placement center in their district (35.3 percent), but another 12 percent indicated that plans were under way to establish such a center in the future. This growth in the concept of centralized placement services appears to be a service which shows signs of expanding even further in coming years in our urban schools since 60 percent of the respondents observed that there is a growing need for such a center in their school system.

Evaluation Instruments Used on a City-wide Basis

In addition to those testing instruments identified in Table XVI, respondents also identified five tests used frequently to prepare vocational interest and aptitude profiles when identifying and placing students in vocational education programs. They were the General Aptitude Test Battery (57.4 percent), the Differential Aptitude Test (50 percent), the Strong Vocational Interest Blank (38.2 percent), the Kuder Preference Record (60.3 percent), and the Chio Vocational Interest Survey (33.8 percent).

Considering the number and kind of tests used in our urban schools, one would assume that the appraisal of factors for selection and placement of students in vocational programs would be clearly established in most of the urban schools, but 56 percent of the respondents stated that the testing of student interests and aptitudes for vocational education placement was "not sufficiently organized to validly identify student skills and interests."

Much work, it appears, needs to be done in the area of student evaluation and program placement in order to assure more appropriate student program choices in the future.

Graduate Follow-up Studies

The urban schools, as a group, scored well in the area of graduate follow-up activities. The data revealed that two-thirds of the survey group have active graduate follow-up programs in place. Half of the schools reported that these programs are

conducted by the individual schools and the other half reported that they are performed by some department of the central office. Over three in ten of the respondents indicated that their schools performed no follow-up studies at all.

Drop-out Rates

Student drop-out rates were recorded for a representative sampling of the respondents. These data show rates ranging from 1 percent to 35 percent with a mean drop-out figure for the surveyed schools being 6.6 percent, a considerable reduction when compared with the student drop-out rates of the late 1960s and early '70s.

Major Student Problems

Six commonly reported student problem areas were listed in the survey for possible identification by the respondents as major system-wide problems. They are: school failure (76.5 percent), school truancy (73.5 percent), drug abuse (63.2 percent), student employment (inability to find full or part time work) (60.3 percent), teenage pregnancy (45.9 percent) and teenage alcoholism (38.2 percent).

Please note here that each percentage figure indicates the percent of respondents who have checked a given factor as being a major problem in their school system--not the number of students in the sampled schools experiencing these problems. Still, these figures, considered with those shown earlier in Tables XIV and XVIII, serve as a rough barometer of the major barriers which lie in the path of teachers, parents, and most especially, urban

youth as they proceed through their critically important secondary school years.

Summary

This chapter has discussed the current state of the art of our urban schools. Major issues and problems which were identified in the national survey were presented in order of the frequency in which they were reported by responding school administrators.

The data validate the existence of many problems, both in the urban communities themselves and in the manner in which school guidance and counseling services are presently organized, funded, staffed, and conducted.

An analysis of these data and considered recommendations improving the delivery of career guidance and counseling services in the urban schools are the subjects of the concluding chapter of this investigation.

CHAPTER 7

SUMMARY, CONCLUSIONS, AND FUTURE PROJECTIONS

Today's counselor must have the background and skills to communicate with business, labor, and industrial management in a meaningful manner, and in a like manner relate to the students the opportunities available to them in the community, the skills required, and the related school work required. The counselor should be available to students of the community who have dropped out of school and require career and/or on-the-job guidance. The school has a responsibility to assist and guide each young person within the school district, until he/she graduates or reaches the age of eighteen years. (Fallstrom, 1977)

Summary

Strong messages are being sent to educators from all sectors of the urban community. Certainly, the central message of this investigation is that urban education can no longer operate in a traditional, isolated, self-regulating, and bureaucratic way. In large part, this insulation from the community it is to serve has accounted for much of the trouble that has beset big-city education in the last decade. The issues and problems facing urban educators have been painfully detailed in this paper; or, possibly more to the point, issues and problems which urban educators have chosen to ignore or treat as passing stages in the educational growth cycle. Certainly, urban citizens cannot be accused of failing to adequately articulate their displeasures and grievances in terms of what they found wrong or wished to be right with their educational institutions. The decade of the

'70s was replete with voluminous educational needs assessment efforts performed jointly by school officials and community participants, with the end result being the clear delineation of those issues and concerns which the community believed deserved attention and resolution.

Sadly, many of these problems still are with us and will continue to be until they are confronted and ameliorated.

Common Problems

Urban schools have much in common, including many of the following kinds of problems:

- Urban schools are large and often impersonal. Students and staff can "get lost" in them if appropriate steps are not taken to facilitate and encourage various forms of communication and problem resolution.
- Urban schools are operating with less than adequate financial support. Inflation, mismanagement, declining enrollment, governmental regulations, and loss of public confidence have drained critically needed money away from school treasuries. Cutbacks, school closings, staff lay-offs, and shortages of educational materials are fast becoming commonly used descriptors in discussions of urban school performance.
- Student and parent apathy toward education appears to be growing in many areas of the nation.
- Truancy and class cutting are on the increase in many secondary schools.
- Crime, vandalism, and stealing are major problems in many of our urban schools.
- Some forms of drugs, such as marijuana and alcohol, are being used in increasing quantities by greater numbers of students.

- Present curricular offerings are inappropriate and in need of evaluation and change.
- Teachers and school administrators in greater numbers are leaving the profession in disgus over the mounting pressures and the unresolved problems which pervade urban education--problems such as student attitudes, teaching load, extra responsibilities, lack of cooperation of other staff members, poor salary, and the lack of adequate materials, resources, and school facilities.

In short, if urban educators wish to commiserate with one another, they have much to discuss.

Career Guidance and Counseling

Similarly, urban career guidance and counseling services are faced with mounting problems and, just as in the case of urban education at large, the problems confronting school guidance and counseling have been with us for some time. The survey identified many of the same barriers to quality guidance and counseling services that the National Advisory Council for Vocational Education found nearly nine years ago. These barriers include--

- Nonguidance assignments;
- Shorage of operating funds;
- Poorly delineated roles and job functions;
- Lack of cooperation and consultation between academic and vocational educators;
- Administrative interference with counselors;
- Shortages in counseling and clerical staff;
- Lack of current guidance and counseling materials and resources;

- Inappropriately high student-counselor ratios;
- Poor or nonexistent evaluation procedures for measuring counselor performance;
- Over-emphasized counselor involvement with college-bound students;
- Few systempatic programs of career counseling, job placement, and student follow-up studies are in place and working in our urban schools;
- Under-utilization of community resources;
- Reluctance to work with groups of students in guidance and counseling relationships;
- Limited knowledge of the world of work;
- Poor public image as that of a "coffee drinker" and a person never available when needed;
- Inability to relate with and assist many ethnically different students in the urban setting.

These and other problems continue to plague the school counseling profession, and there seems to be little hope for their immediate resolution.

The Urban Environment

Little comfort was found in examining the complex make-up of the contemporary urban environment of America. In fact, the very diversity that characterizes urban America has certainly had some part to play in the veritable explosion or urban education problems described in Chapter 3. The brightest hope for urban education is in its potential for a joining together of physical resources, human talents, and the vast amounts of aggregated knowledge which nurtured the urban centers in their ascendancy years.

Clearly, before our cities can effectively achieve these kinds of transformations, our leaders and citizenry must first recommit themselves to the inherent value of cities as places where poeple can grow physically and psychologically.

It is abundantly clear, too, that new directions must be taken in urban education, and these new directions must be taken soon if many of the lingering problems noted above are to be met and resolved.

Guidance and Counseling - A Time for Change

The literature is clear when it speaks of past practices in the field of school guidance and counseling. Without question, counselors and counselor educators built a system in the late 1950s and the decade of the '60s which rested largely on the foundation of individual counseling activities and college attendance related job functions. Many of the vestiges of these days still remain today to constrict and stifle creative change in counselor in-school programming and counselor training emphases in our universities.

Again, as has been the case for over ten years, the call is for a change to a more systematic plan of accountability; a plan that takes into consideration the realities of the wide range of services demanded from counselors and the limited funds available to counselors for conducting these programs and services. Clearly what is needed is a methodology for reforming school guidance and counseling and this must come soon.

Methodologies and Models

Models for improving the delivery of career guidance and counseling services in our urban schools were found to be theoretically sound, but a closer examination of their use in actual school career programs suggested that their elaborate detail and reliance on accurate information related to student needs and self-understanding often made them unsuitable in the fallible world of the urban school. An alternative approach was suggested, based on modifications of existing career counseling models and emphasizing an aggregation of community talents, resources, and strengths. An operational, action-based career counseling model has been prepared by the writer and is described in detail in a separate publication entitled, "An Action-Based Aggregation Model for Career Guidance and Counseling," prepared as a part of the Urban Schools of America Series.

State of the Art - 1979

A considerable body of information was generated from the data obtained in the "National Survey of Large-City Career Counseling Services." Seven basic questions were answered by the survey respondents--questions that had to do with the kinds of barriers that exist to block effective career counseling in our urban schools; the kinds of major issues and problems that exist in our urban centers themselves that impact negatively on education; the availability of funds for career guidance and counseling; the numbers of counselors staffed in our urban

schools; the kinds of unique programs and services being developed in our urban schools, the actions needed to improve the quality of urban career counseling services; the national directions and coordinating efforts needed to strengthen and expand these services. The implications for change and recommendations for future courses of action suggested by these data are enumerated below.

Conclusions

Career guidance and counseling services in the urban schools require immediate attention and change today. There simply is no better way to phrase it. Critically important youth services are grossly under-funded in a majority of our urban schools in terms of program operating funds, the hiring of support staff, and, in some cases, the staffing of minimal numbers of school counselors can lead only to minimal success or marginal failure.

Programs of career guidance and counseling, more often than not, lack a systematic model or operational plan of action. Most schools tend to give more emphasis to other guidance and counseling priorities but openly admit they need to give more attention and study to the business of upgrading their schools' career guidance and counseling services.

To further complicate these conditions, school administrators frequently assign "nonguidance" duties to counselors, ranging from substitute teaching assignments to purely clerical functions.

This practice has taken place for a considerable number of years in some schools and appears to be increasing as school fiscal matters tighten. Some effort has been made by counselor associations and counselor administrators to delineate clear and specific counselor responsibilities, but these efforts have been only partially successful. Consequently, scores of counselors across the country continue to be assigned to many inappropriate school duties. The erosion of counseling services to youth caused by this practice is significant and undoubtedly has a deleterious effect on overall performance of a given school's guidance and counseling programs, not to mention the negative influences this practice has on counselor morale and job satisfaction.

Many counselors admit that they need to sharpen their professional skills or learn new ones through programs of school inservice and professional growth experiences. Sadly, the evidence shows that in as many as one-third of our urban schools little or nothing is being done to organize and conduct such programs. Carefully planned inservice and staff development programs are most urgently needed for all urban school staff if they are to effectively meet the challenges posed by the myriad of school problems noted earlier in this investigation. Experienced counselors with special group dynamics skills, in fact, should be leaders in any staff renewal programs.

The funding of a majority of our urban guidance and counseling programs still falls to the individual school system and its

general operating fund. There are a few federal programs which provide some partial funding for urban guidance and counseling as an ancillary part of a larger program such as CETA and others. This lack of governmental support, both at the state and federal levels, has placed school guidance and counseling in a marginal position in many of our urban schools, making it subject to the ebb and flow of administrative bias, local funding stability, and other such mercurial events.

Over the years, school counselors have achieved only marginal success in evaluating the impact of their actions and programs. A need still exists in most urban schools to provide valid data relative to explicit and observable guidance and counseling practices. In short, counselors have to demonstrate what they are doing and prove how effectively they are doing it. No longer will the public accept the notion that these services are not subject to objective evaluation. Considering the times, counselors, counselor educators, and school administrators must begin to pay more attention to program accountability activities. The public not only needs to know, they are increasingly demanding that they be given objective evidence of school successes and failures.

In summary, it is evident that career guidance and counseling services in our urban schools--

- are not properly funded;
- lack adequate supplies, resources, and personnel;
- need to develop systematic plans and program models to improve upon the scope and quality of such services

as job placement, career development, and student follow-up activities;

- need to establish operational professional role and function statements which are approved by the school leadership and carefully followed;
- are facing more and more pressure to add more duties, including those of a clerical, administrative, and professional nature at a time when staff reductions and/or shortages are at an all-time high;
- require more intensive inservice training and skill development experiences;
- must dramatically improve their communication skills with urban school staff and the community to deal with many of the pressing problems facing the urban schools today.

The time is long overdue for these deficiencies to be given the attention and action they deserve if career guidance and counseling services are to become a fully functioning educational service in the urban schools of America.

Future Projections

If the data cited throughout this investigation accurately describe the current state of urban guidance and counseling services in our schools, one cannot overstate the need for a concerted effort at all levels of education, government, and the private sector for swift resolution of these deficiencies and internal barriers. The time for criticism and the placing of blame for the shortcomings of the school counseling profession should be over; the time for collaboration and the constructive study and resolution of these problems should, finally, have arrived.

A number of recommendations for action are deserving of immediate consideration and action:

1. Resolution of the funding problems facing urban school guidance and counseling should be given priority treatment by national, state, and local public and private sector leaders.
2. The counseling profession must begin to formulate more systematic and objectively measurable programs of career development and career guidance and counseling services, based on collaborative, aggregated efforts of the total community.
3. State departments of education should establish enforceable standards for school guidance and counseling, including explicit student-counselor ratios, role and function, minimum standards, and funding allocations. These standards should be closely tied to funding sanctions when departures from these standards are detected.
4. Quality program materials and guidelines need to be developed at the national level to assist counselors in improving such conditions as school communication skills, guidance and counseling program evaluation, the development of quality programs of inservice education and staff development, student evaluation strategies and

formats, upgrading or establishment of student job placement and student follow-up activities, increased utilization of counselor expertise in school human relations matters, and other such program involvements.

5. Recent technological advances must be more fully exploited by our urban schools to keep pace with rapid change. Computer-assisted guidance information, multimedia learning techniques, closed-circuit television uses, and the like are just a few of the resources that must be made available to school counselors if they are to keep pace with the explosion of information that students so desperately need in making sound educational, personal, and career decisions.
6. A national conference of large-city superintendents needs to be convened to discuss possible common strategies for improving career guidance and counseling services and to formulate recommendations to be presented to Congress and state legislative bodies to resolve the financial plight of urban school guidance and counseling programs.
7. Standards of school counselor competency need to be prepared and applied in the evaluation of counselor performance. Every attempt should be made to identify the counselor whose performance

is deemed below acceptable levels of competence. The policing of the profession of counseling of ineffective and/or incompetent counselors would open the door for some of the growing numbers of teachers who have received state certification as counselors, but have found it impossible to obtain counseling positions.

8. Students must be included in the decision-making processes of the urban schools. Counselors, in their role as student advocate, should take the lead in advancing this movement. Student involvement in school planning and decision making is imperative if the schools are to resolve the problems of youth apathy, vandalism, truancy, and other related student problems.
9. A number of urban school leaders have developed and successfully implemented exemplary programs and student services. These activities should be shared regularly with all urban school leaders. The on-going interchange and sharing of innovative concepts among urban school leaders should be guaranteed through the establishment of an urban education information clearinghouse. This, of course, would include the sharing of recent developments in career guidance and counseling work and related activities.

10. And, finally, considerable attention must be given to the whole process of change within the urban schools. Models for change used in the past typically have focused on the notion of specialization, where a given textbook is adopted or a packaged program is accepted for use in the school system. A more suitable and functional model for change in today's urban schools would appear to be one that focuses on the total range of resources to which the schools have access. An aggregational model would seek to redefine the authority and the roles of counselors, teachers, administrators, students, and parents in relation to one another. It would recognize that the media through which students learn are many and diffuse, and would emphasize the coordination of all the experiences of the aggregation within a well-defined but open educational organization. There is nothing new about this particular course of action except that it is rarely used in our schools. It is apparent from the data obtained in this investigation that it is an idea whose time has come. The materials prepared as companion documents to this study have each utilized major features of this model and I call them to the reader's attention for possible field testing and/or personal examination.

APPENDIX A

NATIONAL SURVEY OF LARGE-CITY CAREER COUNSELING SERVICES

N A T I O N A L S U R V E Y

O F

L A R G E - C I T Y C A R E E R

C O U N S E L I N G S E R V I C E S

THE NATIONAL TASK FORCE
FOR RESEARCH IN SCHOOL
CAREER COUNSELING

750 Latham Place
Columbus, Ohio
43214

IDENTIFICATION INFORMATION

(Individual School District Information will NOT be Reported in Any Reports Produced by this Study)

NAME OF SCHOOL DISTRICT

PERSON(S) COMPLETING SURVEY

ADDRESS

CITY ZIP

OFFICE PHONE NUMBER

TITLE(S)

DATE COMPLETED

PLEASE FORWARD THE COMPLETED SURVEY AND REQUESTED MATERIALS TO DR. KEITH D. BARNES IN THE ENCLOSED, SELF-ADDRESSED ENVELOPE.

I. CAREER COUNSELING SUPPORT SYSTEM

Question: Are the resources and/or conditions identified below adequate, marginal, or inadequate in a majority of the secondary schools in your system?

		Adq.	Marg.	Inadq.
		(Please Circle One)		
A.	Staff (Professional) (i.e. Counselors)	1.	2.	3.
B.	Staff (Clerical)	1.	2.	3.
C.	Budget for Guidance and Counseling Materials and Resources (e.g. Books, Career Exploration Materials, Office Supplies, etc.)	1.	2.	3.
D.	Facilities (e.g. Office Space, telephones, conference areas, ventilation, office equipment, etc.)	1.	2.	3.
E.	Role and Function	1.	2.	3.

Question: Has a System-wide Statement of Counselor Role and Function been prepared and approved by the Superintendent, or the School Board? Yes No
(Circle One)

If YES, do you consider this statement to be EFFECTIVE in Defining the Professional Responsibilities of Counselors in your School District?

1. 2. 3.

(Please circle the most appropriate response.)

II. VOCATIONAL EDUCATION PROGRAM PLACEMENT AND RELATED CAREER COUNSELING INFORMATION

A. Question: What is the present System-wide student population of your School District (K-12)?

No. of Students (K-12) in System

B. Question: How many students are currently enrolled in Vocational Education Programs in your School District?

Total No. of Students enrolled in Vocational Education Programs	Male (If Available)	Female (If Available)

C. Question: Does your System have a Formal Evaluation Program which is a part of the process followed in placing Students in Vocational Education Programs? Yes No (Circle One)

D. The resources and materials which are presently available to secondary school counselors for use in Career Guidance and Counseling in their School System are:

(Circle the appropriate choices)

a. Plentiful and regularly updated.

b. Adequate but in need of some updating.

c. The total responsibility of each school.

d. Inadequate.

Comments: (If Needed)

E. Request: If possible, please enclose copies of the course descriptions for each vocational education program offered in your system.

(Please Circle One)

1. Copies Enclosed.

2. Copies will be mailed later.

3. Copies not available.

F. Question: Have you and your staff experienced any major barriers in the delivery of Career Guidance, Counseling, Placement, and follow-up programs and services? (e.g., lack of funds, the absence of an organized systematic career guidance and counseling program, etc.)

Please note any significant barriers below:

1.

2.

3.

4.

5.

6.

7.

8.

9.

10.

Comments:

III. COUNSELING PROGRAM NEEDS

Question: Which of the three conditions listed below best describes the following secondary school guidance and counseling program needs in your school system?

		Optimal	Adequate	Inadequate
		(Please Circle One)		
A.	Hardware (e.g. files, desks, typewriters, etc.)	1.	2.	3.
B.	Software (e.g. Career Information, College Placement materials, periodicals, journals, etc.)	1.	2.	3.

C. In-Service Training

How would you describe the System-wide In-Service Programs for Counselors in your School System?	Well Planned and Meeting Regularly	Meet Only When Needed	We have none
	1.	2.	3.

Comments: (If any)

D. Counseling Staff

Question: How many secondary school counselors are presently employed by your school system?

Number of full time counselors _____

Number of part time (less than ½ day) counselors _____

E. Extended Service

Question: Do counselors in your school system receive extended time allowances in their contracts beyond the regular teaching staffs' school year? Yes No
(Please circle one)

F. Exemplary Programs

Question: Do you have career guidance and counseling programs presently in place in your system, which you consider to be exemplary. (e.g., the programs are making positive contribution to student career choices, program placement, job placement, and the like)?

Yes No
(Please circle one)

If yes, please include any materials in your response to this survey which describes these programs.

G. Major Problems and/or Issues

Question: What are the five major problems and/or issues facing your school system in your opinion? (e.g., school funding deficits, staff development needs, etc.)?

1. _____

2. _____

3. _____

4. _____

5. _____

H. Special Career/Vocational Counselor

Question: Does your school system staff specially trained "vocational counselors" who are assigned full time responsibility in working with vocational education student placement and related activities?

Yes No
(Circle One)

If Yes, how many of these counselors are employed by your system?

Number of
Vocational
Counselors_____

IV. SCHOOL SYSTEM DATA

A. Question: Is your school system's vocational education program decentralized (some programs in each senior high school) or centralized (concentrated in a few vocational centers)?

Centralized Decentralized
(Please Circle One)

Please return descriptive information about these programs if available with the completed survey.

Comments: (If any)

B. Student Population

Question: What is the approximate student-ethnic breakdown of your school system?

	%
White	_____
Black	_____
Hispanic	_____
Oriental	_____
Native American	_____
Other	_____
TOTAL	100%

C. Alternative/Magnet Schools

Please list the name and program emphasis of any alternative/ magnet schools which are now operating or are planned to open

Name of School/Program	Program Emphasis
1. _____	
2. _____	
3. _____	
4. _____	
5. _____	
6. _____	
7. _____	
8. _____	
9. _____	
10. _____	

(Use additional space on the opposite side of this page, if needed.)

D. Policy Making Body

Please identify the policy making body of your school system. (e.g. Board of Education).

Name of Policy Making Body	Number of Elected Officials

E. Top Level Administrator

Question: How many "top level" administrators does your school system staff?

NOTE: List only those administrators who meet regularly with the superintendent (e.g. assistant superintendents, assistants to the superintendent, etc.)

(No Names Please)

	Name of Area of Responsibility	Title
1.		
2.		
3.		
4.		
5.		
6.		
7.		
8.		
9.		
10.		

F. Student Participation in Decision Making

Question: What kinds of student groups are formally organized in your school district to provide information and advice to the principal, superintendent, and/or the Board of Education?

Name of Group	With Whom do they Interact	Number of Students In Group
1.		
2.		
3.		
4.		
5.		

Comments: (If any)

G. Teaching Staff with Counselor Certification

Question: If known, please give the number of staff members in your school system who presently have teaching assignments but who are certified by your state to serve as school counselors.

Number of Teachers with Counselor Credentials _____

This information is not presently available. _____
(Please check if appropriate)

H. Central Office Guidance and Counseling Staff

Please list the titles and responsibilities of each Central Office Administrator assigned to guidance and counseling duties.

Title	Responsibility
1.	
2.	
3.	
4.	

5. _____ _____

6. _____ _____

7. _____ _____

8. _____ _____

9. _____ _____

10. _____ _____

Comments: (If any)

I. Job Placement Center

Question: Does your school system have a centralized job placement and/or career counseling center to serve the career and vocational planning of students? Yes No
(Circle One)

If No, are there plans to establish such a center in the future? Yes No
(Circle One)

If Yes, please enclose in the return addressed envelope any materials that describe the Center and/or activity.

Do you believe there is a need for such a service in your school district? Yes No
(Circle One)

If No, why do you believe there is no need for this service?

Comments:

J. Evaluation Instruments

Question: What tests do you use in planning students vocational education program? Please check those tests given regularly to identify interest, aptitudes, and other skills seen as needed to participate in a given vocational program.

1. General Aptitude Test Battery (GATB) ____
2. Differential Aptitude Test ____
3. Strong Vocational Interest Blank ____
4. The Kuder Preference Inventory ____
5. The Ohio Vocational Interest Survey (OVIS) ____

Other Tests Used Are:

1. _____ ____
2. _____ ____
3. _____ ____
4. _____ ____
5. _____ ____

Please use opposite side of page, if needed.

Question: Do you believe that the identification of interests and aptitudes is sufficiently organized to validly identify student skills and interests for vocational program placement in your school district?

Yes No
(Circle One)

If No, please elaborate:

K. Staff Strength

Question: In the past five years, has the system-wide school guidance and counseling staff increased or decreased in your system?

It has:

Increased by ____ counselors or Decreased by ____ counselors

Please comment on what you believe to be the primary factor(s) which led to the increase or decrease in staff during this period of time.

Comments:

L. Graduate Follow-up

Question: Are graduate follow-up studies conducted in your schools each year? Yes No (Circle One)

If Yes, are they performed centrally or by individual school? Centrally School Level (Circle One)

M. Drop-out Rate

Question: What is the current drop-out rate of students in your school district? ____%

V. MAJOR ISSUES/PROBLEMS

A. Question: In your opinion, what are the most pressing issues/problems facing students in your schools today?

1. Teen Pregnancy ____
2. Drugs ____
3. Academic Failure ____
4. Boy/Girl Problems ____

Please check those which you believe are major problems/issues and add others not listed here.

5. Teen Alcoholism ____

6. Truancy ____

7. Employment (Lack of part-time jobs) ____

8. Others:

a. ____

b. ____

c. ____

d. ____

e. ____

f. ____

g. ____

Comments: (If any)

(Use opposite side of page, if needed.)

B. Question: What do you, personally, consider to be the major issues/problems facing the Teaching Staff of your school district?

1.

2.

3.

4.

5.

Comments:

(Use opposite side of page, if needed.)

C. Question: What do you consider to be the major issues/ problems facing the School Administrators in your system? (Including Central Office.)
e.g. Student apathy, budget restrictions, etc.

1.

2.

3.

4.

5.

Comments:

(Use opposite side of page, if needed.)

D. Question: What do you consider to be the major issues/ problems facing your Community?
e.g. Property tax rebellion, school desegration, etc.

1.

2.

3.

4.

5.

6.

7.

8.

9.

10.

Comments: (If any)

E. Modification of School Counselors' Role and Function

Question: If you could change some of the major involvements of counselors in your school district, (their role and function), and give more emphasis to other counselor activities, what would you personally add or drop from their present duties?

I would add the following duties:

1.

2.

3.

4.

5.

6.

7.

8.

9.

10.

I would drop the following duties:

1.

2.

3.

4.

5.

6.

7.

8.

9.

10.

Comments: (If any)

VI. UNIQUE PROGRAMS

Question: What are some conditions, programs, services, or the like which exist in your school district that you believe deserve national recognition or have received such recognition?

Description of Conditions/Programs/Events, etc.
e.g. "School without School" a home study-news media program for students who were unable to attend school during the fuel crisis of 1977.

1.

2.

3.

4.

5.

(Use opposite side of page, if needed.)

VII. GENERAL QUESTIONS/REQUESTS

A. Question: Are school guidance and counseling services funded by your state department of education?

Yes No
(Circle One)

If Yes, please briefly describe the kind and level of funding counseling services receive.

Description of Funding Sources:

B. Question: What is the standard for minimum student-counselor ratios in your state?
(e.g. 400 to 1)

One counselor to ____ students.

Is this ratio mandated by state department of education standards? Yes No
(Circle One)

If Yes, does your system meet these standards?

Yes No
(Circle One)

C. Career Guidance and Counseling Program Resources

Request: Please forward in the enclosed stamped envelope, copies of materials which are currently being used in your career guidance and counseling program and vocational education programs and which have been made available to your school counselors.

D. General Comments: (If any)

e.g. What, in your judgment, can be done to improve career guidance and counseling services and student placement services in the vocational education programs of your school district?

APPENDIX B

LETTERS OF TRANSMITTAL

January 30, 1979
Columbus, Ohio 43210

Dear

In December of 1978, a copy of the enclosed "National Survey of Large City Career Counseling Services" was mailed to your office. Since that time, over 90 percent of the 112 largest public school district directors of guidance have responded to this survey.

Your school district is one of the few from which we wish to receive this most important data.

The product of this investigation, it is hoped, will produce a strong body of evidence to support future legislative and planning efforts to strengthen these vitally needed school services in the nation's largest school districts.

May we ask that you forward the enclosed copy of the Survey to your appropriate staff members for their attention? Your assistance in expediting the completion of this national study is most deeply appreciated.

Sincerely,

Keith D. Barnes
Chairman, The National
Task Force for Research
in School Career Counseling

KDB/djq

Columbus, Ohio
December, 1978

Dear Superintendent:

The enclosed National Survey of Large City Career Counseling Services has been prepared in collaboration with the leadership of the National Task Force, to collect critically needed data related to the national status of career guidance and counseling activities; to identify deficiencies which exist in these programs; and to assess current needs which may lead to the strengthening of such activities in our schools.

The information requested in this survey should be supplied by your Central Office Guidance and Counseling Administrator. These data should prove to have national significance since the findings of this assessment will be used to formulate appropriate recommendations to federal agencies and other national organizations. Resources, materials and reference guides of current career counseling and vocational placement delivery systems will also be prepared based on the data collected.

Your assistance in sharing this survey with appropriate staff members in your system and their speedy completion of it, will be of considerable assistance to the Task Force in finalizing their report. We hope to receive a 100% return from the 108 large-city school districts being surveyed.

Information regarding copies of the research monograph and the products and in-school resources which are to be produced following this investigation, will be made available to you or a selected member of your staff no later than June 1, 1979.

Your cooperation and assistance in this most important investigation are deeply appreciated.

We thank you in advance for your support and assistance.

Cordially,

Keith D. Barnes, Ph.D.
National Task Force for Research
in Career Counseling and Vocational
Education
750 Latham Circle
Columbus, Ohio 43214

KDB:var
Encl.

Columbus, Ohio
December, 1978

Dear Guidance Administrator:

This survey has been prepared to identify crucial factors which relate to career counseling services in the large - city school districts of America.

The primary focus of the survey is career guidance and counseling as it links with vocational education, program placement, job placement, and the like.

Every effort has been taken to keep it as brief as possible. Being a public school administrator myself, I know how little time there is for completing these kinds of tasks; so, please know that your assistance with this survey is deeply appreciated.

Over one hundred of your colleagues in other major cities, are currently participating in this investigation. Your considered judgment and field based experiences are the two vital resources we need to capture in this study if we are to obtain an accurate picture of the state of career counseling in the Urban schools of America.

Plans call for the preparation of a number of resources later in 1979, which we will be happy to share with you.

Please know that the time you take in completing the survey is most sincerely appreciated.

Thank you for your assistance and cooperation with this important National assessment.

Cordially,

Keith D. Barnes, Ph.D.
Chairman
National Task Force for Research
in Career Counseling and Vocational
Education
750 Latham Circle
Columbus, Ohio 43214

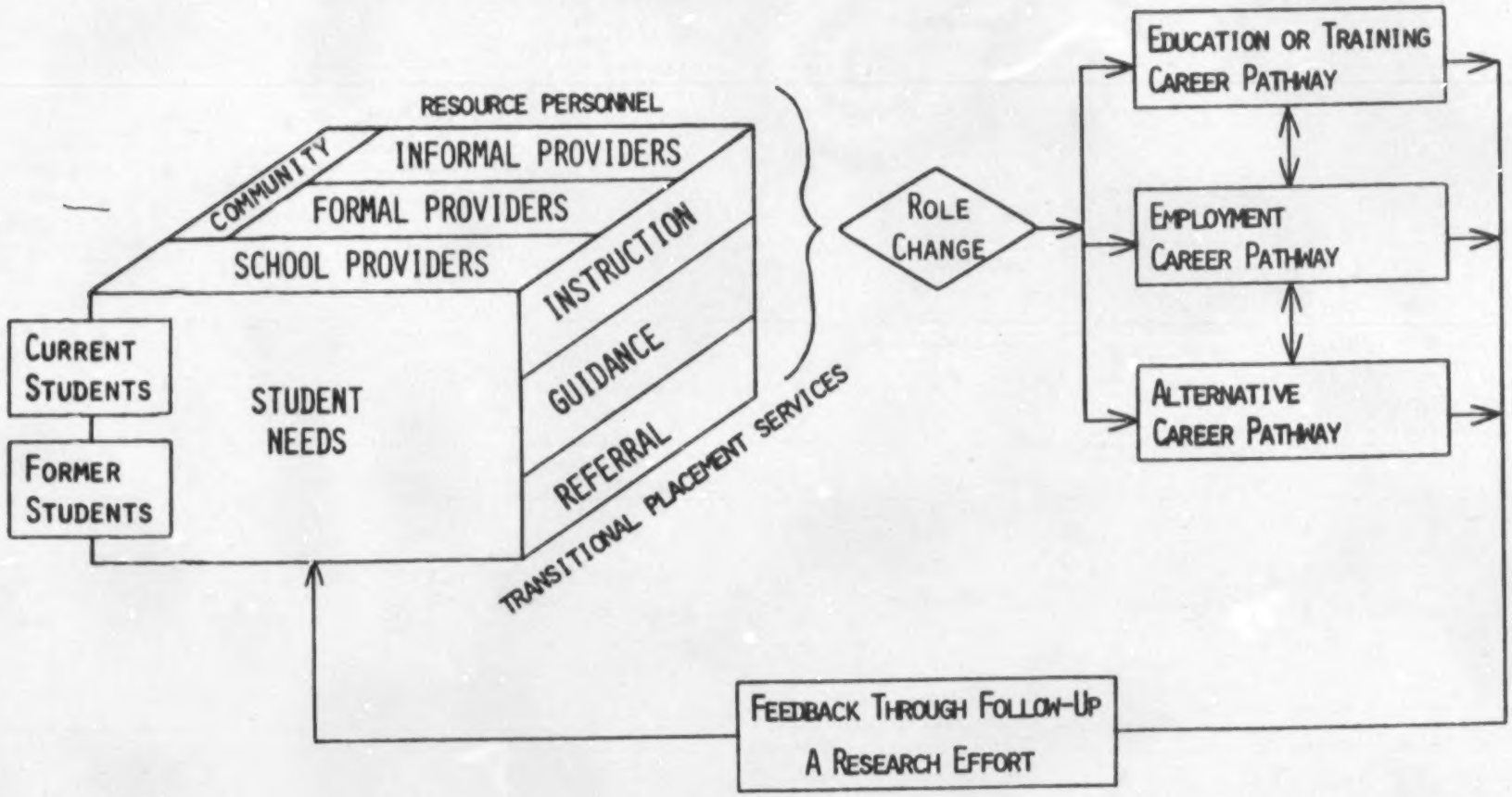
KDB:var
Encl.

APPENDIX C

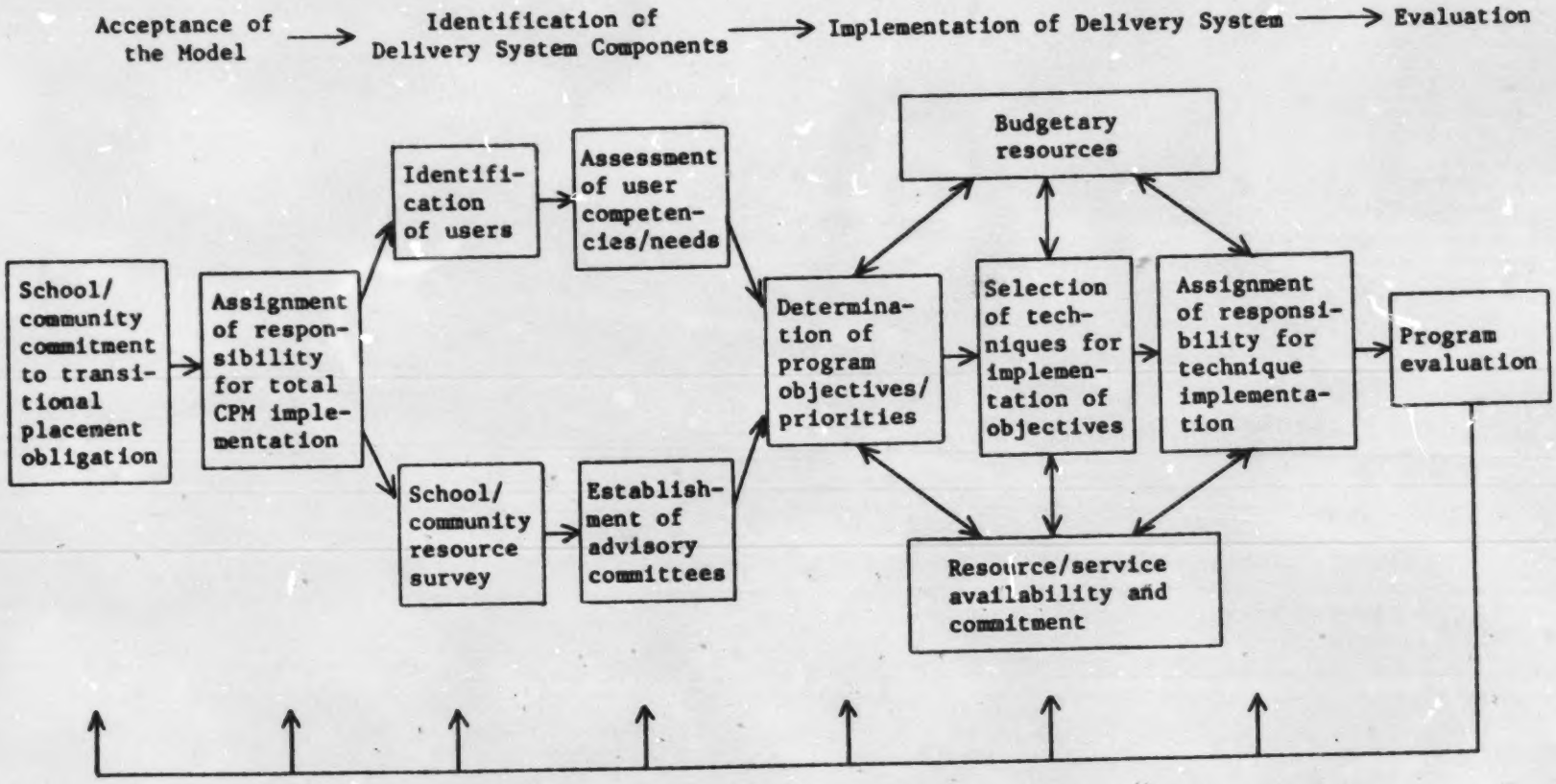
CAREER COUNSELING MODELS*

* Developed in The Rural Schools of America Series, by Drier et al., 1977.

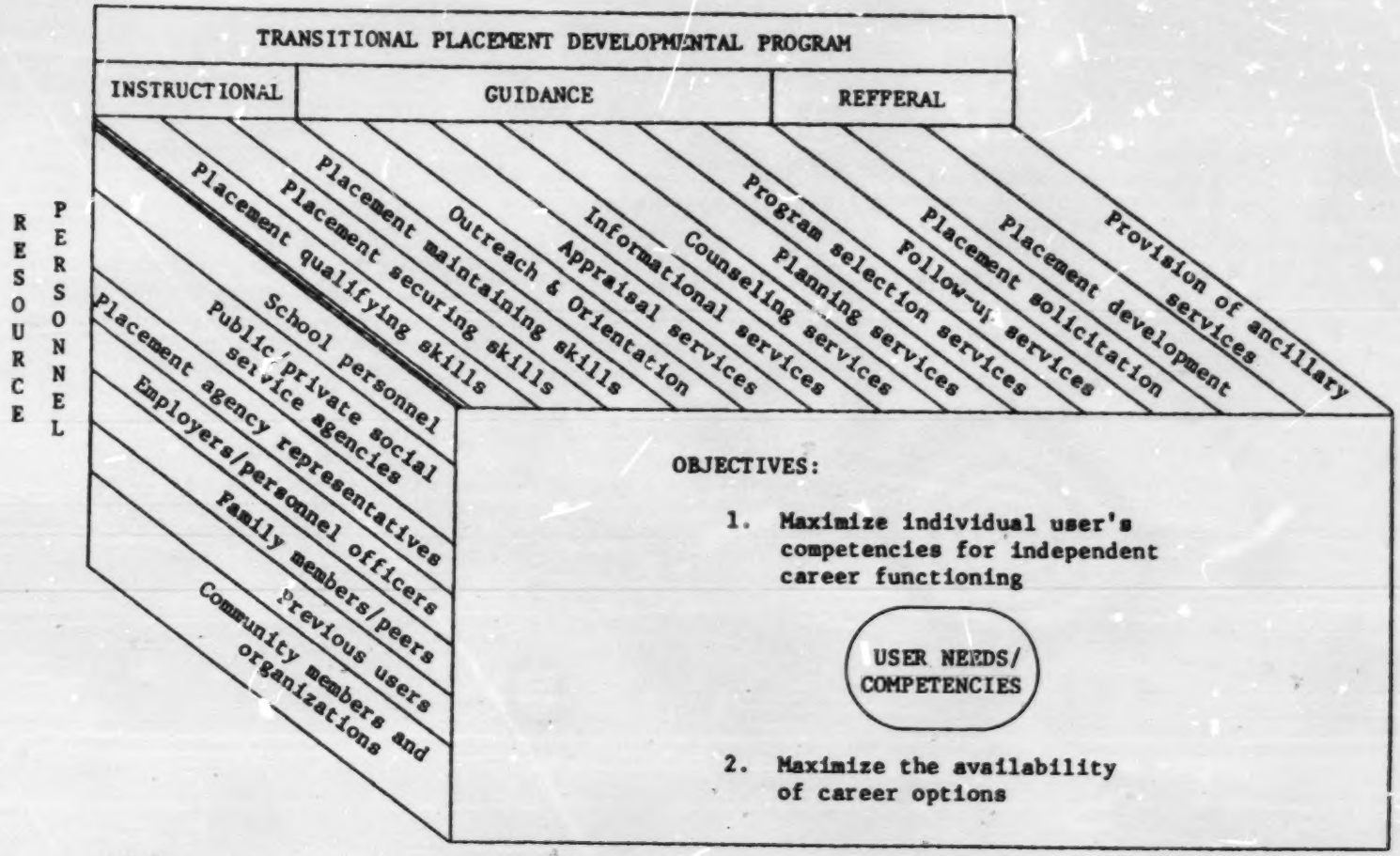
A SCHOOL-BASED CAREER PLACEMENT DELIVERY SYSTEM



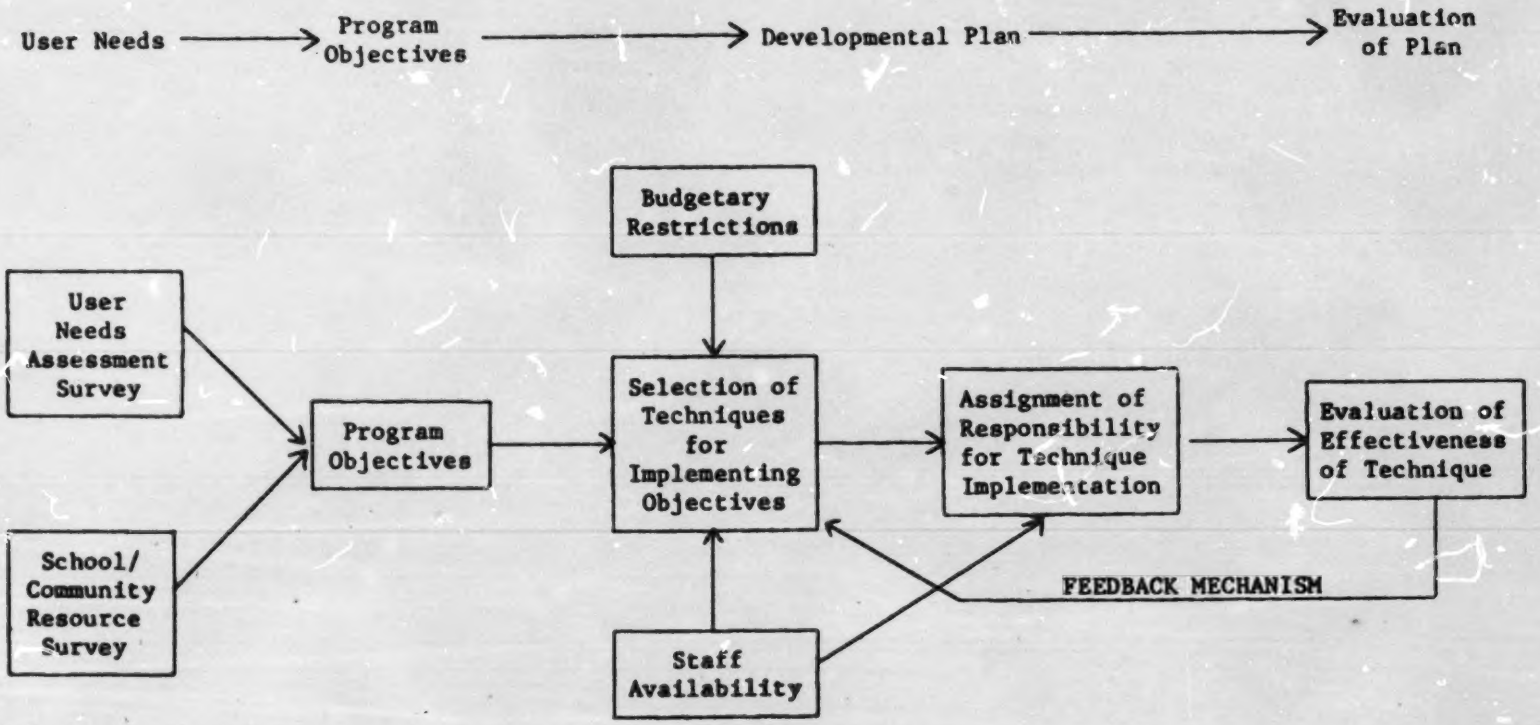
PROCEDURAL MODEL FOR IMPLEMENTATION OF SCHOOL-BASED CAREER PLACEMENT DELIVERY SYSTEM


Acceptance of the Model
Identification of Delivery System Components
Implementation of Delivery System
Evaluation
School/ community commitment to transitional placement obligation
Assignment of responsibility for total CPM implementation
Identification of users
Assessment of user competencies/needs
School/ community resource survey
Establishment of advisory committees
Budgetary resources
Determination of program objectives/ priorities
Selection of techniques for implementation of objectives
Assignment of responsibility for technique implementation
Program evaluation
Resource/service availability and commitment
FEEDBACK

COORDINATION AND COMPREHENSIVENESS OF THE CAREER PLACEMENT MODEL

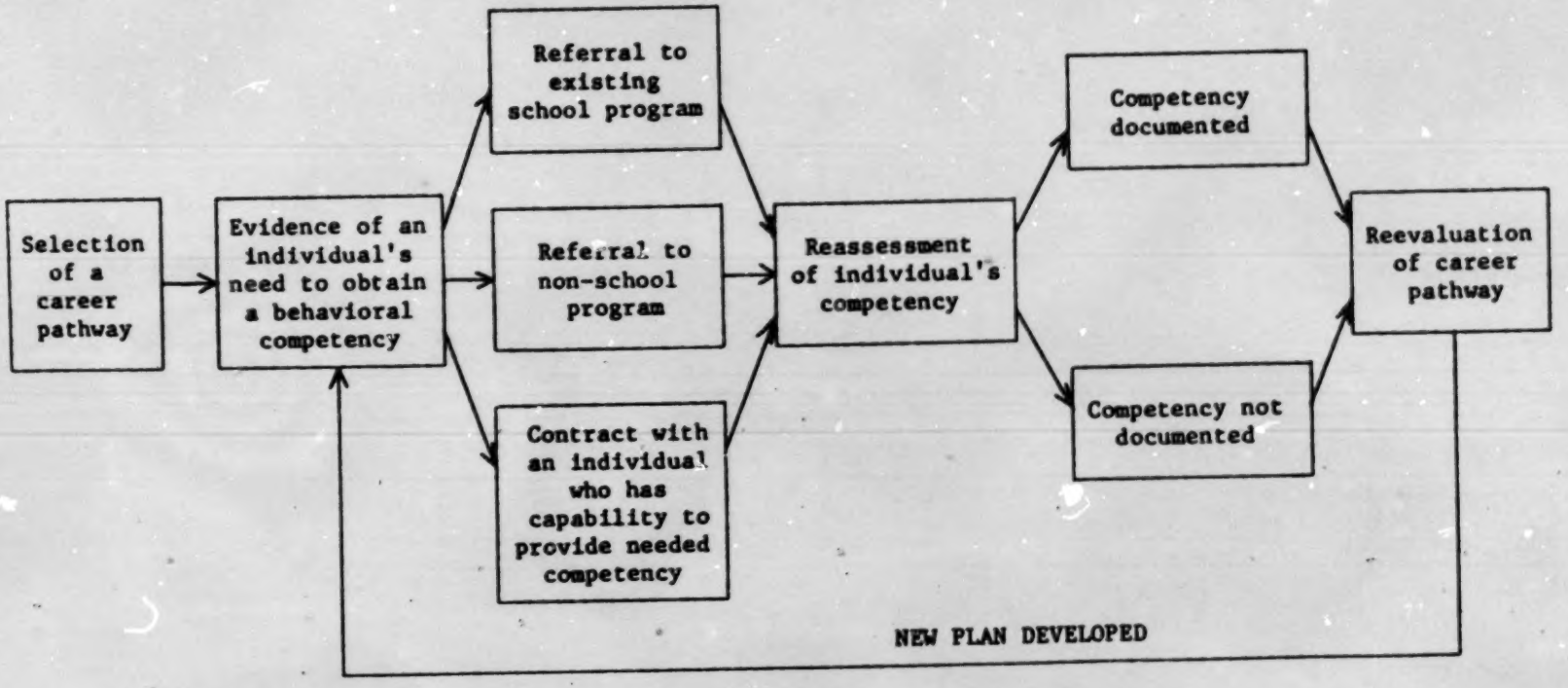


RELATIONSHIP OF COMPOSITE USER NEEDS TO CAREER PLACEMENT MODEL OPERATION

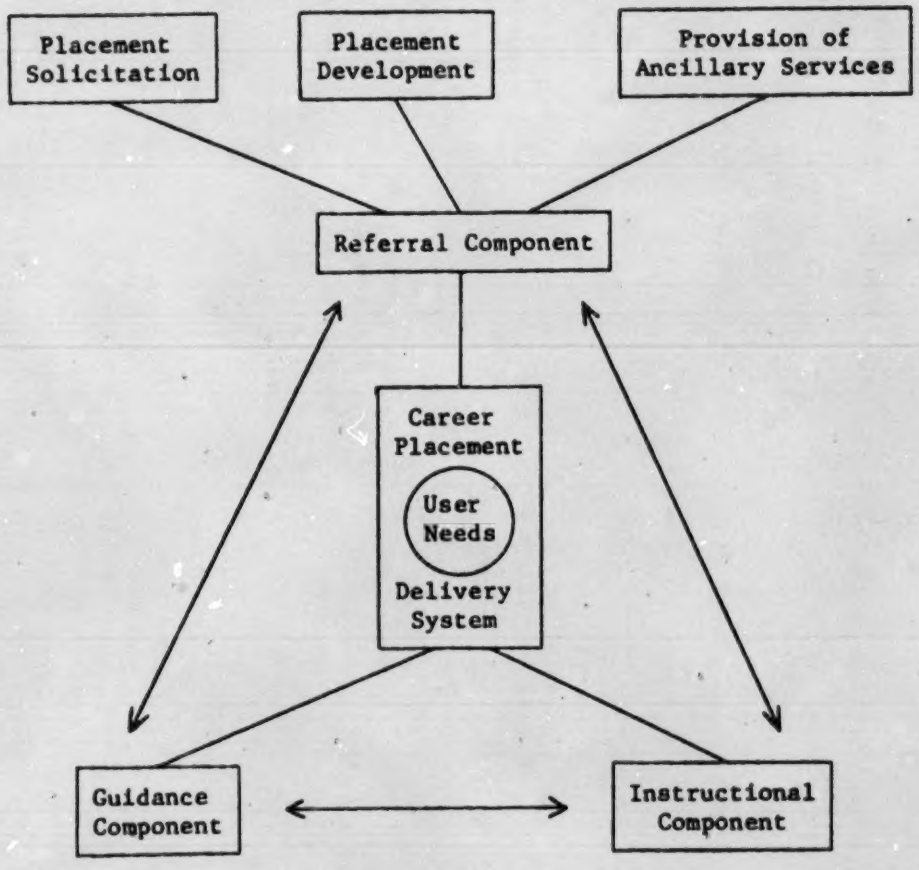


RELATIONSHIP OF INDIVIDUAL USER NEEDS TO CAREER PLACEMENT MODEL OPERATION

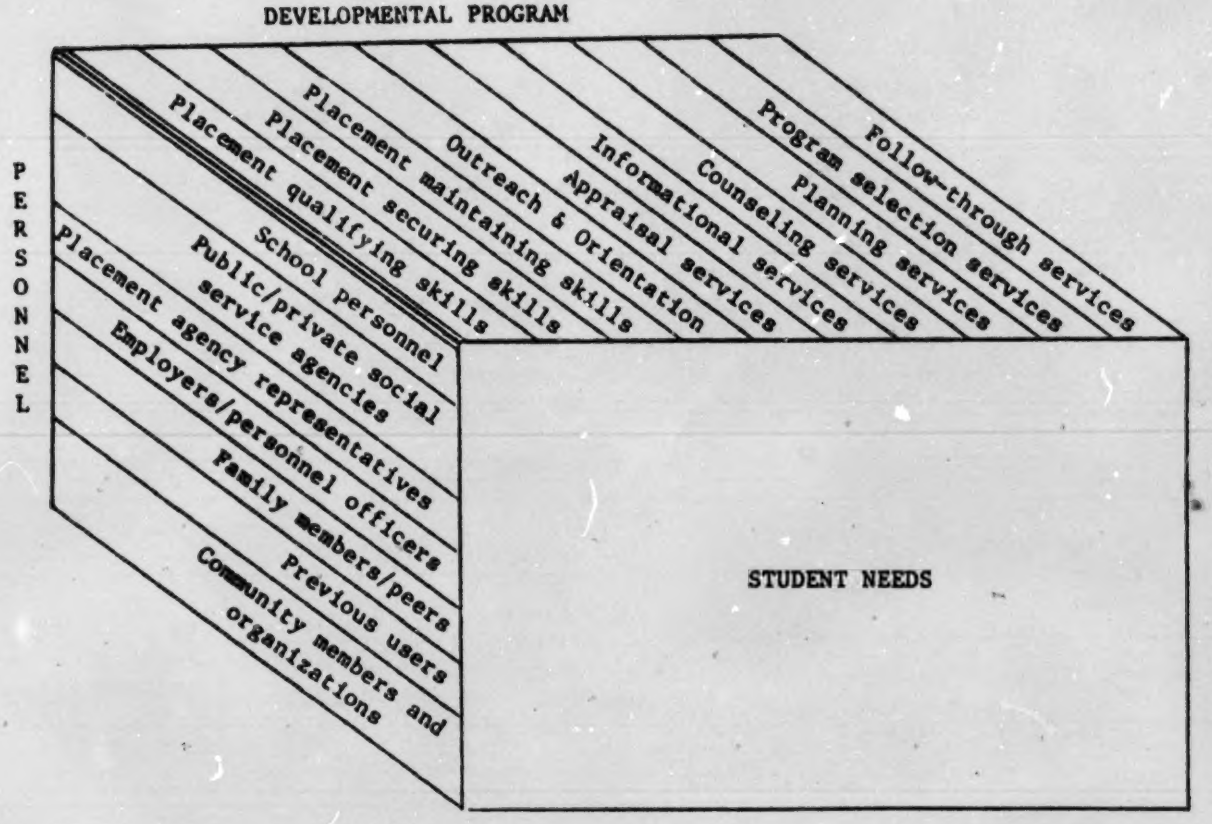
User Needs → Developmental Plan → Evaluation of Plan


Selection of a career pathway
Evidence of an individual's need to obtain a behavioral competency
Referral to existing school program
Referral to non-school program
Contract with an individual who has capability to provide needed competency
Reassessment of individual's competency
Competency documented
Competency not documented
Reevaluation of career pathway
NEW PLAN DEVELOPED

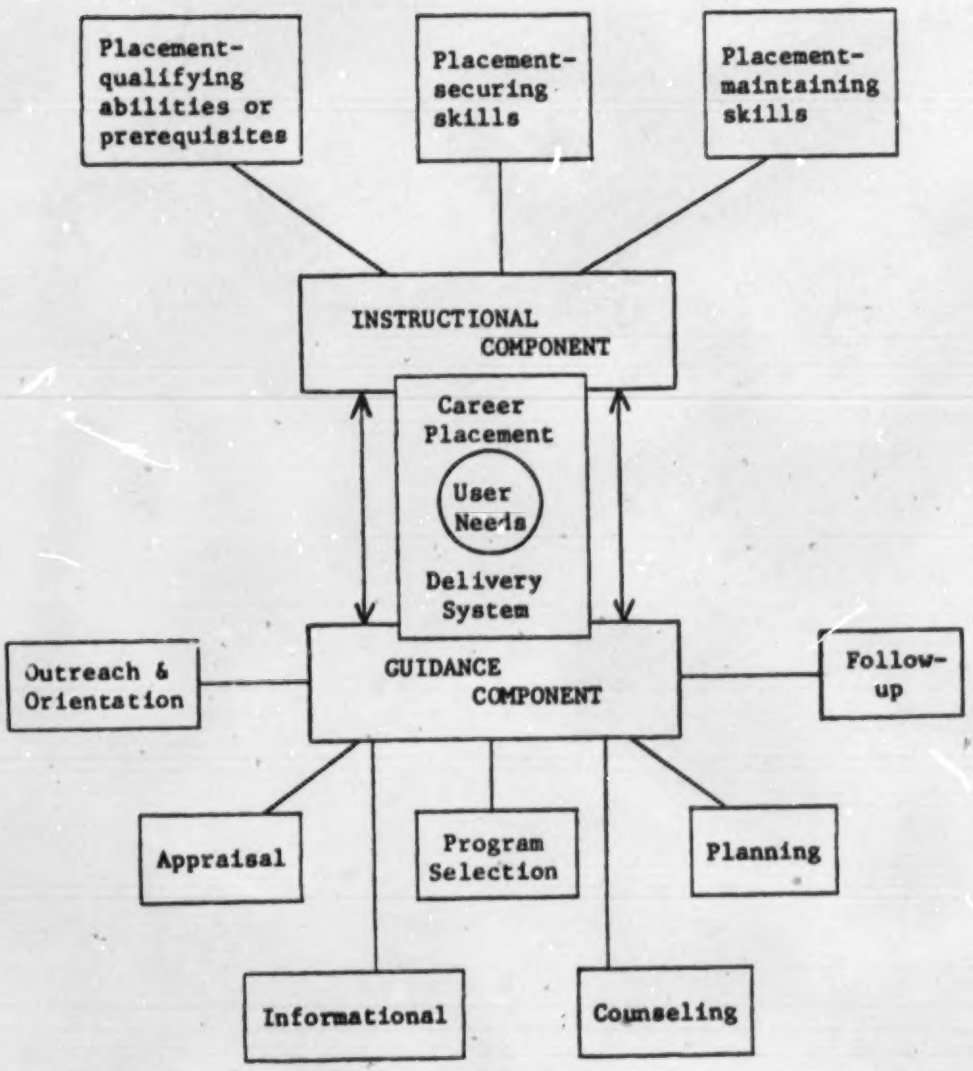
RELATIONSHIP OF PLACEMENT COMPONENT TO USER NEEDS



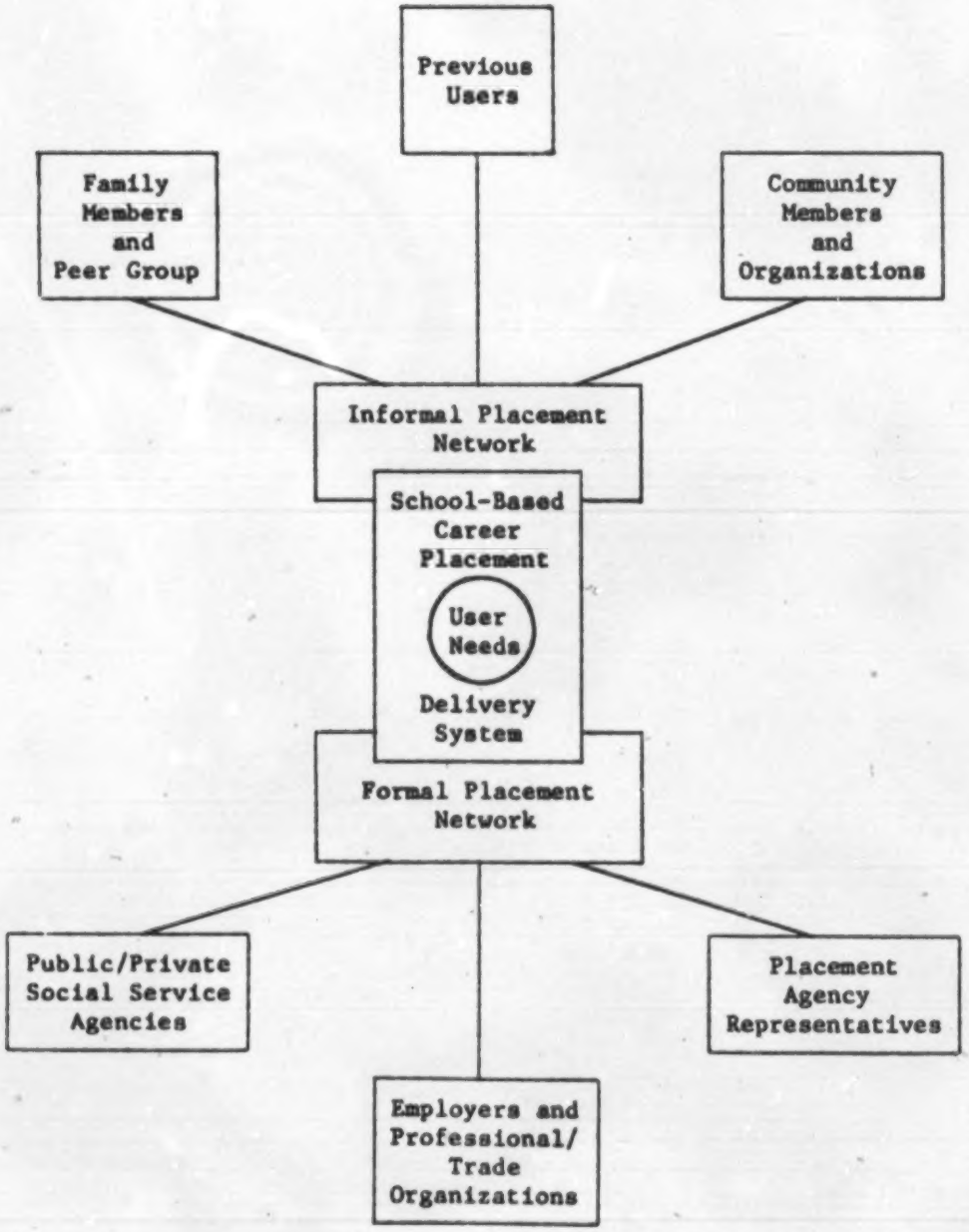
INTERRELATIONSHIP OF USER NEEDS, SERVICES PROVIDED AND PERSONNEL RECRUITED IN THE CAREER PLACEMENT DELIVERY SYSTEM



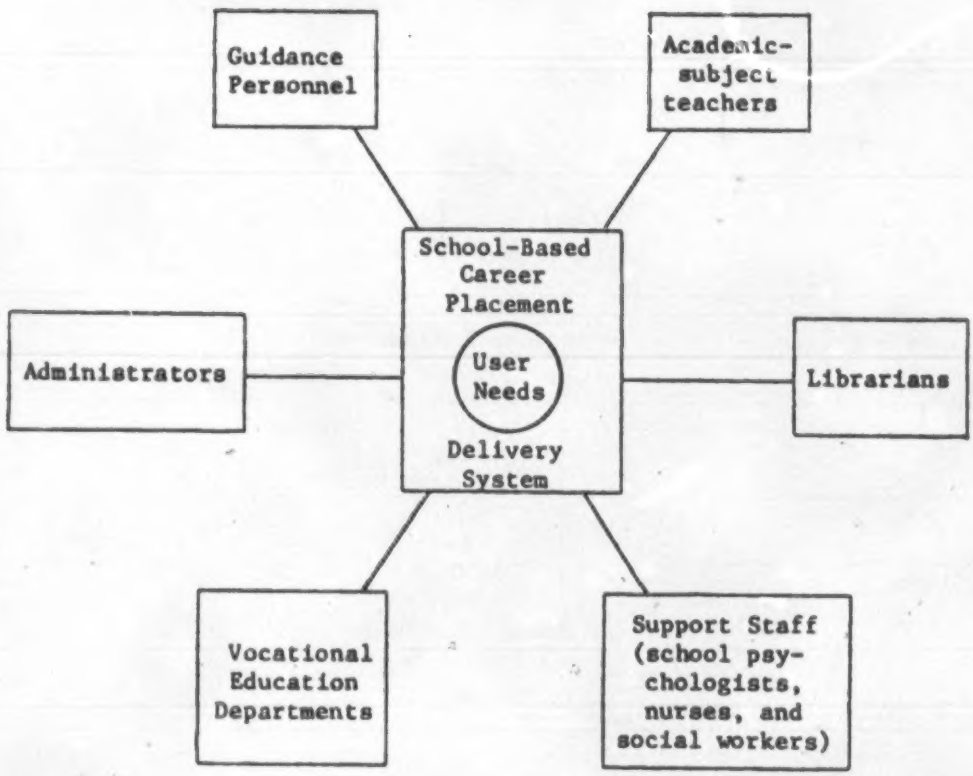
RELATIONSHIP OF THE SCOPE OF SERVICES PROVIDED TO THE CAREER PLACEMENT DELIVERY SYSTEM AND USER NEEDS



RELATIONSHIP OF THE CAREER PLACEMENT MODEL TO NON-SCHOOL RESOURCES



RELATIONSHIP OF CAREER PLACEMENT MODEL TO
PRESENTLY EXISTING SCHOOL RESOURCES



APPENDIX D

THE CONDITION OF EDUCATION IN AMERICA, 1979

Table 2.1
Public opinion of major problems with which public schools must deal: 1969 to 1977

Major problems, by rank order in 1977	Percent of respondents citing problem								
	1969	1970	1971	1972	1973	1974	1975	1976	1977
Lack of discipline	26	18	14	23	22	23	23	22	26
Integration/segregation/busing	13	17	21	18	18	16	15	15	13
Lack of proper financial support	14	17	23	19	16	13	14	14	12
Difficulty of getting "good" teachers	17	12	11	14	13	11	11	11	11
Poor curriculum	4	6	3	5	7	3	5	14	10
Use of drugs	NA	11	12	4	10	13	9	11	7
Size of school/classes	NA	NA	NA	10	9	6	10	5	5
Parents' lack of interest	7	3	4	6	4	6	2	5	5
Pupils' lack of interest	3	[1]	2	NA	3	2	3	3	3
Lack of proper facilities	22	11	13	5	4	3	3	2	2
Crime/vandalism/stealing	NA	NA	2	NA	NA	NA	4	2	2
School board policies	NA	2	1	NA	4	4	1	3	1
There are no problems	4	5	4	2	4	3	5	3	4
Miscellaneous	8	3	6	9	4	4	12	8	5
Don't know/no answer	13	18	12	12	13	17	10	12	16

NA: Not available.

[1] Less than 1 percent.

NOTE: Totals add to more than 100 percent because of multiple answers.

SOURCE: Phi Delta Kappa, Inc., *The Gallup Polls of Attitudes Toward Education 1969-73* and "Annual Gallup Poll of the Public's Attitudes Toward the Public Schools," *Phi Delta Kappan*, various years.

Chart 2.1
Problems Facing the Public Schools: Public Opinion

Lack of discipline, racial issues, and lack of proper financial support have figured as problems foremost in the public's estimation since 1969. In recent years the concern with discipline has greatly overshadowed other problems.

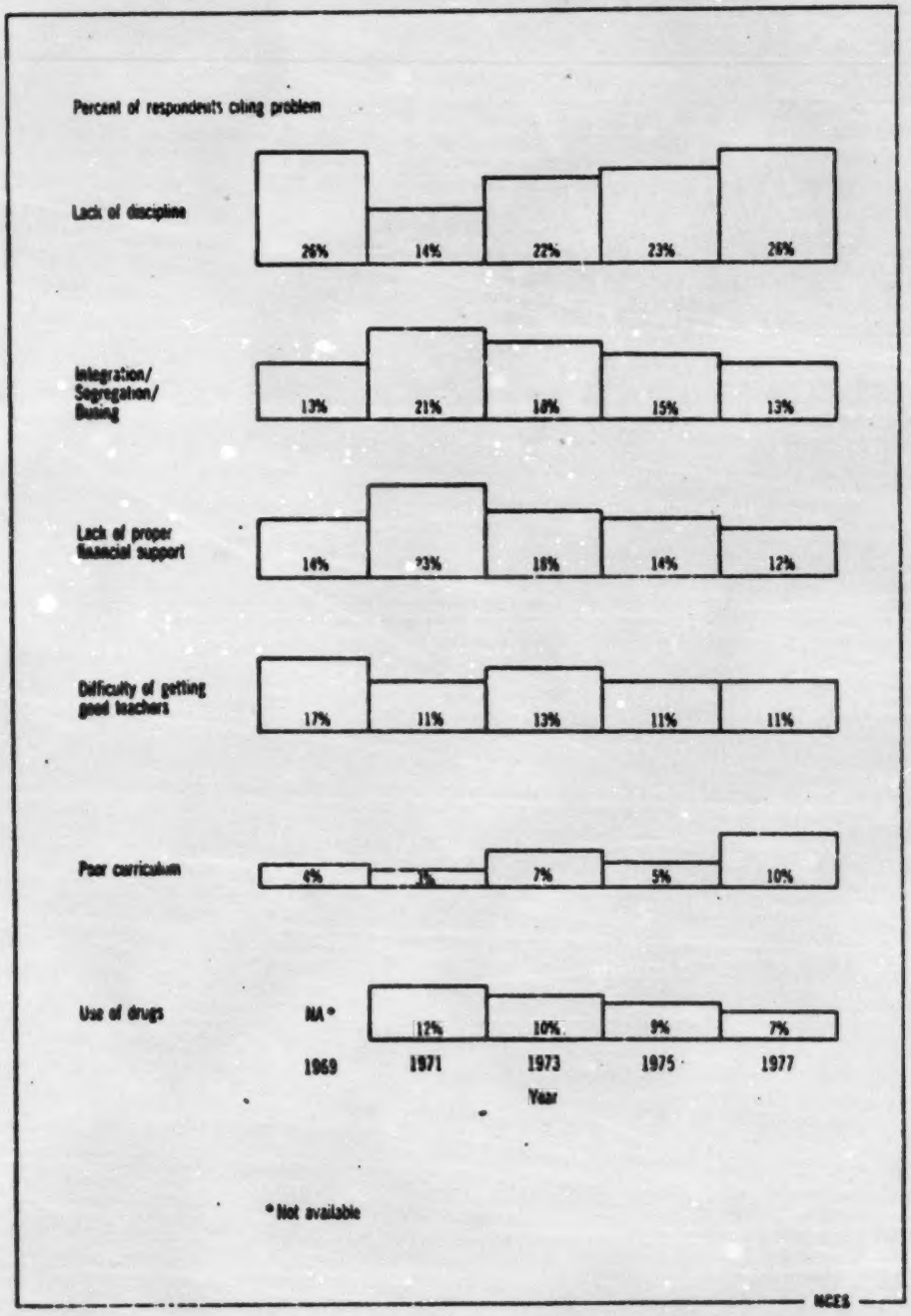


Table 2.2
Public school teachers' opinions of the problems facing teaching: School year ending 1976

"What in your present position as a teacher hinders you most in rendering the best service of which you are capable?"

Responses to the question asked of public school teachers	Percentage distribution of public school teachers		
	Total	Elementary	Secondary
TOTAL	100.0	100.0	100.0
Discipline, student attitudes	17.1	12.8	20.8
Inexperience	0.7	0.0	1.3
Preparation time	9.3	11.2	7.7
Extra responsibilities	8.6	10.1	7.2
Lack of material, resources, and facilities	9.7	9.2	10.1
Laws and legal suits	0.7	0.4	1.0
Lack of teacher cooperation	2.0	2.3	1.8
Unprofessionalism of teachers	0.9	1.1	0.8
Incompetent administration	17.1	15.4	18.8
Heavy load	13.9	15.1	12.7
Negative attitude of public	5.7	8.5	3.2
Interruptions	0.6	0.9	0.3
Position not what I prepared for	1.3	0.5	1.9
Poor salary	0.4	0.4	0.5
Funds, or lack of	7.1	6.7	7.5
Other	5.0	5.5	4.5
No response	13.4	15.8	11.1
Sample size	[1]1,374	670	702

[1] Includes teachers not otherwise classified.

NOTE: Details may not add to totals because of rounding.

SOURCE: National Education Association, *Status of the American Public School Teacher, 1975–76*, 1977.

Chart 2.2
Greatest Problem Facing the Public School Teacher: Teachers' Opinions

The problem of discipline and student attitudes was cited as the single greatest concern among secondary school teachers and appeared among the three foremost concerns of elementary school teachers. Incompetent administration and heavy work load were also named as problems by more than 10 percent of teachers at both levels.

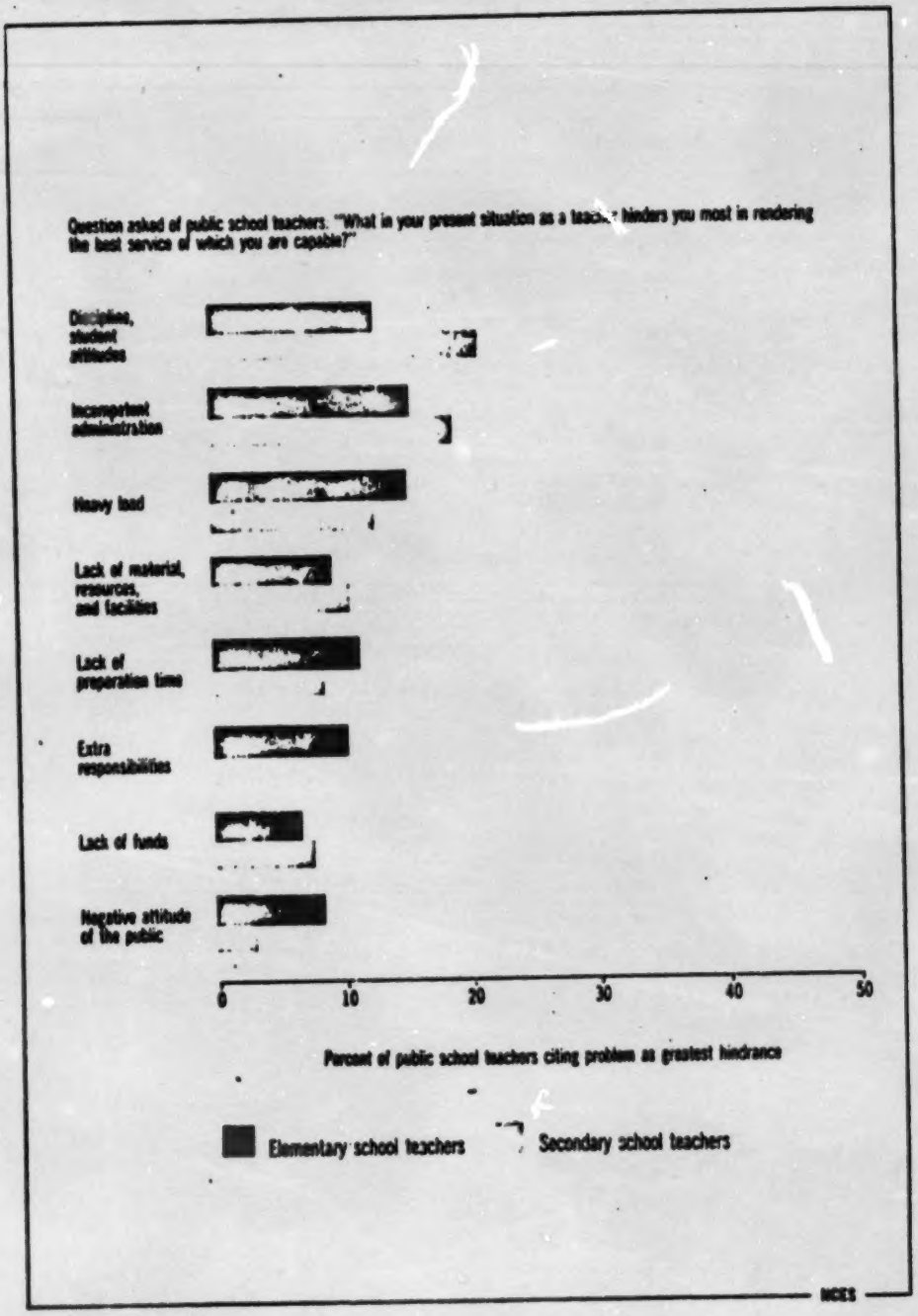

Question asked of public school teachers. "What in your present situation as a teacher hinders you most in rendering the best service of which you are capable?"
Discipline, student attitudes
Incompetent administration
Heavy load
Lack of material, resources, and facilities
Lack of preparation time
Extra responsibilities
Lack of funds
Negative attitude of the public
0
10
20
30
40
50
Percent of public school teachers citing problem as greatest hindrance
Elementary school teachers
Secondary school teachers
NCES

Table 2.3
Opinions of public secondary school principals on serious problems in the schools: School year ending 1977

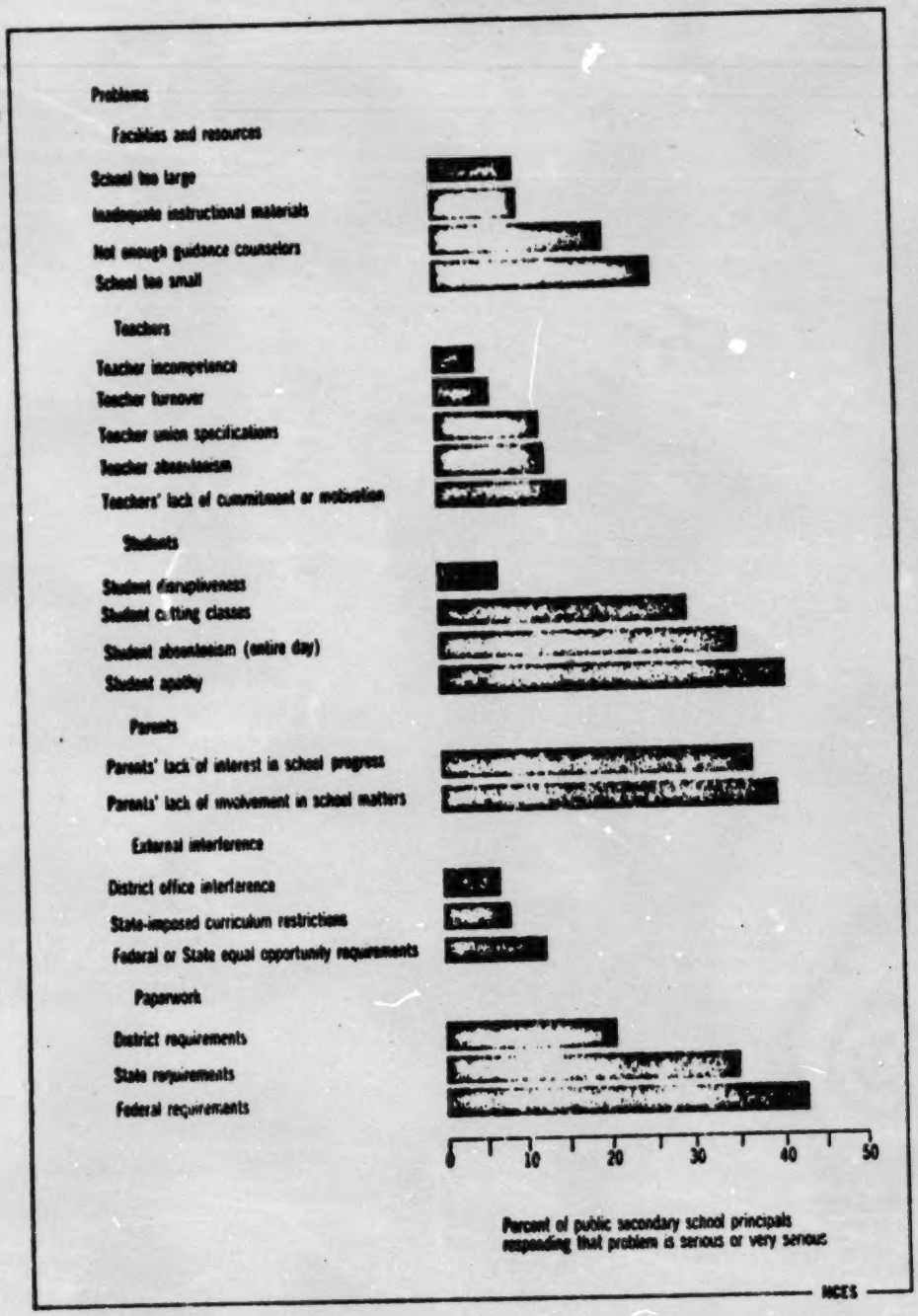
To what degree is each of these matters a problem in your school?	Percentage distribution of responses*				
	Total	Very serious	Serious	Minor	Not at all
School too small to offer a wide range of courses	100.0	8.4	19.7	41.5	32.4
School too large to give students enough personal attention	100.0	1.9	8.0	31.7	58.4
Inadequate instructional materials	100.0	0.9	9.4	56.8	32.8
Not enough guidance counselors	100.0	4.3	15.8	41.0	38.8
Teacher absenteeism	100.0	1.6	11.4	59.3	27.7
Teacher union specifications	100.0	1.9	10.3	44.5	43.3
Teachers' lack of commitment or motivation	100.0	1.6	13.5	68.7	16.2
Teacher incompetence	100.0	0.6	4.0	74.9	20.5
Teacher turnover	100.0	0.8	5.9	58.7	34.6
Student absenteeism (entire day)	100.0	4.6	30.4	57.2	7.8
Students' cutting classes	100.0	4.8	25.4	60.1	9.7
Student apathy	100.0	5.1	35.8	54.4	4.7
Student disruptiveness	100.0	0.3	6.7	77.2	15.8
Parents' lack of interest in students' progress	100.0	3.2	33.1	58.4	5.3
Parents' lack of involvement in school matters	100.0	5.3	35.1	52.3	7.3
District office interference with principal's leadership	100.0	1.3	5.6	45.8	47.3
State-imposed curriculum restrictions	100.0	1.1	7.7	62.0	29.2
Implementing Federal or State requirements for equal opportunity (e.g., desegregation, employment)	100.0	2.5	8.9	55.6	33.0
Too much paperwork in complying with:					
District requirements	100.0	4.7	15.3	54.8	25.1
State requirements	100.0	7.2	28.5	50.9	13.4
Federal requirements	100.0	12.2	30.2	44.8	12.7
Other	100.0	20.2	37.2	30.6	17.9

* Sample size was 1,448.

SOURCE: U.S. Department of Health, Education, and Welfare, National Institute of Education/National Association of Secondary School Principals, *Survey of Public Secondary School Principals*, 1977, forthcoming.

Chart 2.3
Serious Problems in the Schools: Public Secondary School Principals' Opinions

Although student disruptiveness was low on the list of problems cited by public secondary school principals, apathy on the part of students and parents figured among the top concerns.



APPENDIX E

MEMBERS OF THE NATIONAL TASK FORCE OF RESEARCH IN SCHOOL CAREER COUNSELING

THE NATIONAL TASK FORCE FOR RESEARCH IN SCHOOL CAREER COUNSELING

Dr. James V. Wigtil
Co-chairman
Associate Professor of Education
The Ohio State University

Dr. Keith D. Barnes
Co-chairman
National Fellow
The Advanced Study Center
National Center for Research
in Vocational Education
The Ohio State University

Dr. Anthony Riccio
Professor of Education
The Ohio State University

Mr. Jerry Fry
School Counselor
Beechcraft High School
Columbus Public Schools
Columbus, Ohio

Dr. Mary Claytor
Supervisor of Counselors
The Columbus Public Schools
Columbus, Ohio

Dr. Frank Burtnett
Administrative Assistant
The American Personnel and
Guidance Association
Washington, D.C.

BIBLIOGRAPHY

Alloway, Charles, and Cordasco, Francisco. Education in Urban America. New York: Dodd, Mead & Co., 1970.

Amara, Roy. "The U.S. in the Decade Ahead: An Inventory of Resources." A paper presented at the American Vocational Association National Convention, Dallas, Texas, December 4, 1978.

Barnes, Keith D. Assessing and Improving School Communications: A Handbook for Staff Development. Columbus, OH: The National Center for Research in Vocational Education, The Ohio State University, 1979.

Barnes, Keith D. The Appraisal of Guidance and Counseling Services in the Urban Schools. Columbus, OH: The National Center for Research in Vocational Education, The Ohio State University, 1979.

Campbell, Robert E. An Emerging Behavior Model for Vocational Guidance: A Summary Report. Research and Development Series No. 45. Columbus, OH: Center for Vocational and Technical Education, The Ohio State University, 1971.

Campbell, Robert E. Vocational Guidance in Secondary Education: Results of a National Survey. Research 36. Columbus, OH: Center for Vocational and Technical Education, The Ohio State University, 1968.

Coleman, James S. "Equal Schools or Equal Students?" The Public Interest IV (Summer 1966): 73-74.

Data Base Establishment and Model Development for a Coordinated Comprehensive Placement System. Final Report. Madison, WI: Center for Vocational Technical Education, University of Wisconsin, 1975.

Drier, Harry N. Programs of Career Guidance, Counseling, Placement, Follow-Up, and Follow-Through. Series No. 107. Columbus, OH: The Center for Vocational Education, The Ohio State University, 1977.

Drier, Harry N. et al. Career Guidance Counseling, Placement, and Follow-Through Program for Rural Schools. Rural America Series. Columbus, OH: The Center for Vocational Education, The Ohio State University, 1977.

Fallstrom, Charles M. The Changing Secondary Education Scene: Implications for Vocational Education Research and Development. Occasional Paper No. 22. Columbus, OH: The Center for Vocational Education, The Ohio State University, 1976.

Foster, Betty J., and Carpenter, Judi M. Statistics of Public Schools - Fall 1977. Advance Report. Washington, D.C.: Center for Education Statistics, 1977.

Goldberg, David. "The Future Population of the United States: Sane Speculations." A paper presented to the National Convention of the American Vocational Association, Dallas, Texas, December 4, 1978.

Golladay, Mary A., and Noell, Jay, eds. The Condition of Education, A Statistical Report. Washington, D.C.: National Center for Educational Statistics, NCES 78-405, 1978.

Haller, A. D. The Schools and the Urban Crisis. New York: Holt, Rinehart and Winston, 1969.

Herr, Edwin L., and Cramer, Stanley H. Vocational Guidance and Career Development in the School: Toward a Systems Approach. Boston, MA: Houghton Mifflin Company, 1972.

Holland, John L. The Psychology of Vocational Choice. Waltham, MA: Blaisdell, 1966.

Hummel, Raymond C., and Nagle, John M. Urban Education in America: Problems and Prospects. New York: Oxford University Press, 1973.

Kaufmann, Felix. "Economic Factors That Will Affect the Labor Market in the Coming Decade (1979-89)." A speech presented to the National Convention of the American Vocational Association, Dallas, Texas, December 4, 1978.

Menacher, Julius. Vitalizing Guidance in the Urban Schools. New York: Dodd Mead, 1972.

Morgan, Don A. "Work, Education, and the Human Remainder." A paper presented at the National Convention of the American Vocational Association, Dallas, Texas, December 6, 1978.

Nie, N. H. et al. Statistical Package for the Social Sciences. 2d ed. Boston, MA: McGraw-Hill, 1975.

Riccio, Anthony R. "Urban Counseling in the '80s: Facing the Facts." A paper presented to the American Personnel and Guidance Association Convention, Las Vegas, Nevada, April 4, 1979.

Riles, Wilson C. Economic and Social Development in the United States. A Report of the Urban Education Task Force, Prager Special Studies in the United States, 1970.

Roe, Anne. The Psychology of Occupations. New York: John Wiley and Sons, 1956.

Scanlon, Robert C. Public Schools for the 1980's: Implications for Vocational and Career Education Research and Development. Occasional Paper No. 38. Columbus, OH: The Center for Vocational Education, The Ohio State University, 1976.

Seventh Annual Report of the National Advisory Council for Vocational Education: A Call for Change. Washington, D.C.: The National Advisory Council for Vocational Education, 1973.

Seventh Annual Report of the National Advisory Council for Vocational Education: Statistics in Education. A Summary Report. Washington, D.C.: The National Center for Education Statistics, NCES 78-404, 1966-67 to 1986-87, December 1978.

Super, Donald E. The Psychology of Careers: An Introduction to Vocational Development. New York: Harper and Brothers, 1957.

U.S. Department of Commerce. Bureau of the Census. "Census of Population" and "Journey to Work," 1960 and 1970.

U.S. News and World Report. "Education's Dilemma: A Loss in Public Confidence." (September 11, 1978): 50-52.

Williams, Jeffrey W. Students and Schools. A Report. Washington, D.C.: National Center for Education Statistics, NCES 79-116, January 1979.